REPORT RESUMES

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LOOKING AHEAD TO BETTER EDUCATION IN MISSOURI, A REPORT ON ORGANIZATION, STRUCTURE, AND FINANCING OF SCHOOLS AND JUNIOR COLLEGES.

BY- EURICH, ALVIN C. AND OTHERS
ACADEMY FOR EDUCATIONAL DEVELOPMENT INC., NEW YORK
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TO DETERMINE STATEWIDE EDUCATIONAL NEEDS IN RELATION TO EXISTING PRACTICES, DATA ARE DERIVED FROM OVER 500 INTERVIEWS AND CONFERENCES, AS WELL AS DOCUMENTS AND OTHER MATERIALS. RECOMMENDATIONS INCLUDE--(1) EXPANSION OF THE STATE ADMINISTRATIVE ROLE TO REMEDY LOCAL INEQUITIES, (2) REVISION OF STATE LAWS TO REGULARIZE EDUCATIONAL APPOINTMENT AND TENURE PRACTICES, (3) INITIATION OF PLANNING, RESEARCH, AND EVALUATION OF THE EDUCATIONAL SYSTEM AND DEVELOPMENT OF A MASTER PLAN, (4) ESTABLISHMENT OF A STATEWIDE ACHIEVEMENT TESTING PROGRAM TO BE USED AS A BASIS FOR PROVIDING SPECIAL ASSISTANCE AS NEEDED BY INDIVIDUAL SCHOOLS, (5) REVISION OF ACCREDITATION PROCEDURES, (6) A FEASIBILITY STUDY TO DETERMINE APPROPRIATE APPLICATION OF DATA PROCESSING TECHNIQUES TO STATE BOARD OPERATIONS, (7) REORGANIZATION OF SCHOOL DISTRICTS, (8) NONPARTISAN ELECTION OF LOCAL BOARD MEMBERS, AND (9) REVISION OF LOCAL AND STATE TAX AND FUNDING REGULATIONS. ADMINISTRATION OF THE JUNIOR COLLEGE SYSTEM SHOULD BE REGULARIZED AND A SPECIFIC MASTER PLAN DEVELOPED TO ASSURE INCLUSION OF VOCATIONAL AND CONTINUING EDUCATIONAL OPPORTUNITIES AS WELL AS TRANSFER CURRICULUMS. ACCREDITATION, CURRICULUMS, AND FACULTY APPOINTMENT QUESTIONS SHOULD BE COORDINATED ON A STATEWIDE LEVEL RATHER THAN THROUGH THE UNIVERSITY OF MISSOURI AS AT PRESENT. THIS DOCUMENT IS ALSO AVAILABLE FROM THE COCHAIRMAN OF THE MISSOURI GOVERNOR'S CONFERENCE ON EDUCATION, 7530 MARYLAND AVENUE, ST. LOUIS, MISSOURI 63105. (AL)

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Looking ahead to Better Education in Missouri

A Report on Organization, Structure, and Financing of Schools and Junior Colleges

Academy for Educational Development

UNIVERSITY OF CALIF.
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(President)
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Formerly President, State University of New York; Vice President and Director, The Fund for the Advancement of Education; Executive Director, Ford Foundation Education Program; Vice President and Acting President, Stanford University

SIDNEY G. TICKTON
(Vice President and Treasurer)
Staff Director for various studies being conducted by the Academy for Educational Development; Member, Advisory Council, Denver Research Institute; Consultant, United States Treasury Department
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LOOKING AHEAD
TO BETTER EDUCATION
IN MISSOURI

A Report on Organization, Structure, and Financing of Schools and Junior Colleges

Prepared by a Consultant Panel Appointed by
The Academy for Educational Development:

Samuel M. Brownell
Lester W. Nelson
Lindley J. Stiles
Sidney G. Tickton
James L. Wattenbarger
Alvin C. Eurich (Chairman)

Director of the Field Study:
J. Alan Thomas

September 1966

MEMBERS OF THE CONSULTANT PANEL

ALVIN C. EURICH
(Chairman)
President, Academy for Educational Development; President, Aspen Institute for Humanistic Studies; Vice Chairman, Educational Facilities Laboratories; formerly, President, State University of New York; Vice President and Director, The Fund for the Advancement of Education; Executive Director, Education Program, Ford Foundation; Vice President and Acting President, Stanford University

SAMUEL M. BROWNELL
Professor of Urban Educational Administration, Graduate School, Yale University; formerly, Superintendent of Public Schools, Detroit, Michigan; U.S. Commissioner of Education; President, New Haven State Teachers College

LESTER W. NELSON
Educational Consultant; formerly, Associate Program Director, Education Program, Ford Foundation; Treasurer, The Fund for the Advancement of Education; Principal, Scarsdale High School

LINDLEY J. STILES
Professor of Interdisciplinary Studies and Liberal Arts, Northwestern University; formerly, Dean of Education, University of Wisconsin; Dean of Education, University of Virginia; Professor of Secondary Education and Chairman of the Committee on Graduate Work, Ohio State University

SIDNEY G. TICKTON
Vice President and Treasurer, Academy for Educational Development; Staff director for various studies being conducted by the Academy; Member, Advisory Council, Denver Research Institute; formerly, Program Associate, Ford Foundation; Manager, Technical Services for Beardsley Ruml, Assistant Director of Research, United States Treasury Department

JAMES L. WATTENBARGER
Director, Division of Community Junior Colleges, Department of Education, State of Florida

CONSULTANTS TO THE PANEL

JOHN GUY FOWLKES
Professor of Education and Director of the Wisconsin Improvement Program for Teacher Education and Local School Systems, University of Wisconsin

JOHN J. THEOBALD
President, Educational Science Division, U.S. Industries; formerly, President, Queens College; Superintendent of Schools, New York City

Director of the Field Study:
J. ALAN THOMAS
Associate Professor of Education, University of Chicago

Assistant to the
Director of the Field Study:
C. PHILIP KEARNEY
Research Associate, University of Chicago

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ACADEMY FOR EDUCATIONAL DEVELOPMENT, INC.

1180 AVENUE OF THE AMERICAS NEW YORK, NEW YORK 10022

September 1, 1966

Dr. Joseph P. Cosand
Chairman, Study Committee
Missouri Governor's Conference on Education
St. Louis, Missouri

Dear Dr. Cosand:

Last winter your committee asked the Academy for Educational Development to study the organization, structure, and financing of schools and junior colleges in Missouri. You asked us to seek out and visit with all those in Missouri who might have information about or wish to be heard on public school and junior college organization and financing matters. You asked us to then prepare a report for the Governor's Conference on Education, co-sponsored by the Honorable Warren E. Hearnes, Governor of Missouri, and the St. Louis-St. Louis County White House Conference on Education. The Conference, to be held in Columbia on September 30, 1966, will have as co-chairmen the Honorable Thomas E. Eagleton, Lieutenant Governor of Missouri, and Mrs. Glenn L. Moller, past president of the St. Louis-St. Louis County White House Conference on Education.

We have the honor to present the enclosed report. It was prepared, as you know, after a number of months of intensive field work by Dr. J. Alan Thomas and his associate, Mr. C. Philip Kearney, and after a search for facts and informed opinion throughout the state. More than 500 interviews and conferences were held during the course of our investigation and thousands of pages of documents, manuscripts, and statistical materials were studied.

Educators, administrators, businessmen, and government officials throughout the state were of great assistance to us during the course of our study, and for this we are appreciative. We use this opportunity to thank them publicly for being so helpful. We also acknowledge with appreciation the financial support provided by the Danforth Foundation, the Kansas City Association of Trusts and Foundations, and the State Department of Education.

It has been a privilege to work with you and your associates.

Cordially,

Alvin C. Eurich (Chairman)
Samuel M. Brownell
Lester W. Nelson
Lindley J. Stiles
Sidney G. Tickton
James L. Wattenbarger

SUMMARY OF RECOMMENDATIONS

(The panel's recommendations are presented in summary form here for the reader's convenience. They are presented in fuller detail, substantiated, and discussed in the body of the report.)

CHAPTER II

1. The following important functions should be performed by the State Board of Education:
   (1) Represent to the governor and other state officials, the legislature, local school boards, and policy-making groups in higher education its judgment as to what should be the goals of education, and what action should be taken to meet these goals. This function should include recommending specific legislation, where legislation is needed.
   (2) Study continuously the needs and progress of education in the state and make public its findings and conclusions.
   (3) Encourage the public, including local school boards, to support an educational system which provides for equal and adequate educational opportunities for all Missouri's pupils.
   (4) Encourage and stimulate local initiative and co-operative efforts of school boards and school leaders.
   (5) Employ and support an outstanding administrator and staff to carry on the necessary work of the State Department of Education.
   (6) Encourage the improvement of education through the pursuit of excellence.
   (7) Provide leadership toward obtaining a balanced program of financial support for Missouri's schools.

2. (1) State laws should be changed to allow the State Board of Education to consider for appointment to the office of Commissioner of Education persons who are residents of other states, as well as persons

who are residents of Missouri.

(2) State laws providing that the Commissioner of Education should be removable "at the discretion" of the State Board of Education should be changed to provide a fixed term of office of four years.

3. (1) When a position in the State Department of Education at the level of director or a higher grade is vacant, the State Board of Education should instruct the Commissioner of Education to develop job descriptions of the position or positions to be filled. These job descriptions should include a description of functions to be performed and qualifications required.

   (2) The State Board of Education should enlist the services of highly qualified consultants to help develop these job descriptions. The study of job descriptions should be accompanied by a study of salaries paid to individuals in similar positions in other states. The salary which is recommended on the basis of this study should then be established and included as part of the job description *for the particular position.*

   (3) The commissioner should seek applicants for these positions from among highly qualified personnel throughout the country.

4. (1) The State Board of Education and the Commissioner of Education should define the performance of research and data processing as staff rather than line functions.

   (2) A staff position of General Legal Counsel to the State Board of Education should be established.

5. As part of the process of improving its educational system, Missouri should begin a series of studies in planning, research, and evaluation. Some of these studies might best be carried on by *ad hoc* committees made up of scholars and other experts, from Missouri and elsewhere.

6. The State Department of Education should establish regional offices in St. Louis and Kansas City.

7. The State Board of Education should direct the Commissioner of Education to establish a statewide program of achievement testing. This program might start, for example, with testing of reading and arithmetic at the fourth grade level, and might later be enlarged to include additional subject areas, and to include, say, seventh and tenth grades. Two alternatives are suggested in the choice of tests: (a) a uniform set of tests might be prescribed; (b) the local district might be permitted to choose from among several authorized tests. The results of these tests should be analyzed by the State Department of Education. The local school board and the superintendent of each high school district should be provided with scores and averages for the state and the regions of the state. However, no school board or superintendent or other individual or group should be provided with test scores of other school districts.

   The tests should be used as a basis for providing special assistance, financial and otherwise, to improve achievement where improvement is needed.

8. The school accreditation procedures should be revised and the following possibilities should be considered:
   (1) There should be two rather than three levels of accreditation, namely, a standard of acceptance and a standard of excellence.
   (2) Standards should be sufficiently flexible to encourage innovation and experimentation at the local level. For example, there should not be reference to classroom periods of specific length, as this limits the ability of the administrator to experiment with time allocation.
   (3) The standard of excellence should include measures of the performance of students in the district, adaptation of program and methods to local condi-

tions, innovativeness, the leadership provided by the superintendent, as well as courses taught and activities offered.

(4) Classification should take place every three years instead of annually.

(5) A team rather than an individual should conduct the inspection.

9. The State Board of Education should appoint a consulting firm to recommend applications of data processing to the operations of the Missouri State Department of Education.

10. (1) The provision of Senate Bill No. 6, as presented to the Second Extra Session of the 73rd General Assembly, should be adopted. This bill would permit nonpublic school children to attend special classes in public schools on a part-time basis. This attendance should be included in total district attendance, for the purposes of state financial support.

(2) The State Board of Education should initiate a continuing dialogue with private school authorities in the state concerning ways and means of improving education throughout the state.

11. The General Assembly of the State of Missouri should adopt legislation providing for Missouri's membership in the Educational Commission of the States.

CHAPTER III

1. The General Assembly of the State of Missouri should adopt legislation requiring the State Board of Education to develop a state master plan for school district organization. The master plan should take into consideration differences in terrain, population density, and road conditions throughout the state. The plan should take into consideration the characteristics of adequate school district organization as outlined in this report.

County boundaries should not receive undue consideration in the formulation of the master plan. In some cases, school districts comprising all or a part of a given county will be appropriate. In other cases, all or part of more than one county may be the best geographic area for a given school district. The following are proposed as minimum standards for reorganization:

(1) The provision of both elementary and secondary education should be a function of every school district in Missouri.

(2) No school district in urban or suburban areas of the state should have fewer than 1,000 students in Grades 9 through 12; 1,500 is a preferred figure.

(3) No school district in rural areas should have fewer than 500 students in Grades 9 through 12; 750 students is a preferred figure.

(4) An essential criterion for the organization of school districts should be the reduction of disparities in the assessed valuation of property behind each child.

2. Sections 162.111 through 162.191 of the Missouri School Laws should be repealed. In accordance with the master plan proposed in Recommendation III-1, the State Board of Education should be required by statute to present a proposal for school district organization to the electorate in whatever parts of the state it considers reorganization necessary. In actuality this recommendation calls for the elimination of county boards of education in Missouri.

3. Section 162.221 of the Missouri School Laws should be replaced by legislation permitting 25 or more registered voters in any six-director school district to petition the State Board of Education, asking for a hearing on a question of school district boundaries. Upon receipt of the petition, the State Board of Education would obtain background material from the State Department of Education, and, if the petition is justified, schedule a hearing.

4. The General Assembly of the State of Missouri should

amend Section 162.591 of the Missouri School Laws, to provide for the appointment of a single chief executive by the St. Louis City Board of Education.

5. The State of Missouri should revise Section 162.491 of the Missouri School Laws to require nomination by petition or by some other local nonpartisan process, rather than by the political parties, for candidates for the Kansas City School Board.

CHAPTER IV

1. The State of Missouri should abolish the office of County Superintendent of Schools. Such a move may take place over a period of two or three years, as the recommendations concerning the reorganization of school districts are implemented.

2. The State of Missouri should provide legislation permitting the formation of governmental units for the provision of services such as: special programs for atypical children, supervisory and consultative services, centers for improving library and audio-visual capabilities, and instructional improvement.
   Rather than a single type of unit, we recommend:
   (1) There be provided permissive authority for the establishment in at least one nonmetropolitan area of Missouri a cooperative service district. This district should have a population of at least 10,000 students and should include one of the state colleges within its boundaries. The board of the cooperative service district should be elected by the boards of the component school districts and should be empowered to select a director and to levy taxes on the property in the area served.
   (2) There be established in one nonmetropolitan area of Missouri a regional office of the State Department of Education which would offer the same types of services as those provided by the cooperative service districts.

(3) Suburban Kansas City consider the establishment of a special education district, having similar responsibilities to those of The Special School District of St. Louis County.

CHAPTER V

1. The State of Missouri should clarify the role of junior college (a) in occupational education, vocational-technical education, and other areas; (b) in relationship to vocational-technical centers; and (c) in relationship to state universities and colleges.

2. Attention should be given to revising the Missouri School Laws to:
    (1) Place all laws pertaining to the junior colleges in one section, clarifying them where necessary.
    (2) Eliminate areas of possible contradiction with laws governing grades 1 through 12.
    (3) Increase the membership on junior college boards of trustees to seven, provide for a single election date, and require all trustees to be elected at large from the community college district.

3. The Missouri State Board of Education should develop a specific junior college district master plan to provide for junior college districts within commuting distance of most of the high school graduates. This master plan should be developed concurrently with a comprehensive plan for higher education in the state, and should include the following elements:
    (1) A geographical division of the state designating the number of potential junior college districts which will, insofar as possible, offer opportunity for all Missouri citizens.
    (2) The potential enrollment in each designated area of the state.
    (3) The responsibility of the junior college districts for the education of freshmen and sophomores in relation to the state colleges and universities.

(4) The responsibility of the junior college districts for occupational education.
(5) The function of the junior college districts for continuing education.
(6) A procedure for extensive local surveys to determine needs and potential.
(7) The way by which each potential district should determine that it is ready to apply for authority to begin operation.
(8) A procedure for continuing evaluation and modification of the master plan when so required.

No new junior college district should be authorized until the plan is completed and approved.

4. The Director of the Junior College Division in the State Department of Education should be a person:
   (1) With an outstanding background of junior college experience and training.
   (2) Able to provide guidance, as decisions are made concerning the creation of new junior colleges.
   (3) Able to provide for the State Board of Education, and for the lay and professional people of the state, a vision of the potential contribution of the junior colleges.

   He should be paid a salary enabling him to deal with the presidents of the junior colleges of the state on an equal basis.

5. The present organization and structural arrangements for junior colleges should be given ample opportunity to develop. If, however, by 1970, the leadership function is not being adequately performed by the State Department of Education, Missouri should consider other possible organizational arrangements; for example, the formation of a special state board for junior colleges.

6. Carefully developed criteria should be applied by the staff of the State Department of Education in meeting the legal

responsibility of accreditation of junior colleges. Personnel from other junior colleges, from the University of Missouri, and from other institutions of higher education in Missouri should be used in a planned program of committee visitation and evaluation. The University of Missouri should withdraw from evaluating individual faculty members in the junior colleges, suggesting course names, and imposing curriculum patterns. Coordination with the regional accrediting agency, the North Central Association, should be an important part of the state accredition.

CHAPTER VI

1. The State of Missouri should share in the cost of building comprehensive secondary schools in accordance with a plan that provides a financial incentive for school district reorganization, as follows:
    (1) Sharing of building costs between the state and the local school district should take place only where the district is organized in accordance with a master plan of school district organization established by the State Board of Education.
    (2) School districts organized in accordance with the master plan should be permitted to receive partial support from the state for building costs if: (a) new school buildings are required, (b) present buildings need to be expanded or altered, or (c) a comprehensive high school plant, built in accordance with state standards, already exists, but bonded indebtedness has not been fully retired.
    (3) The state should share in the building costs in an amount ranging up to $40 per pupil per year in the *amortization* of the costs of the school buildings. The per pupil amount for each district with equalized per pupil assessments ranging from $4,500 to $18,000 per year should be obtained by dividing $9,000 (approximately the average assessed valuation per pupil throughout the state) by the equalized assessed valuation per pupil of the local dis-

trict, and multiplying the result by $20. For example:

(a) Districts with an equalized assessment of $6,000 per pupil would obtain $9,000 ÷ $6,000 x $20 = $30 per pupil per year.

(b) Districts with less than $4,500 equalized assessment per pupil would obtain $40 per pupil per year–the amount that a district with an equalized assessment of $4,500 per pupil would receive.

(c) Districts with an equalized assessment of $20,000 or over per pupil would receive no building aid from the state.

(d) Districts with an equalized assessment per pupil of $18,000 to $20,000 would receive an amount calculated by subtracting $18,000 from the local equalized assessment per pupil, dividing this figure by $2,000, and multiplying the result by $10. Thus a district with an equalized assessment of $19,000 per pupil obtain ($19,000 less $18,000) ÷ $2,000 x $10 = $5 per pupil per year.

(4) Controls: Assistance would be:

(a) Available only to school districts organized in accordance with the standards set by the State Board of Education.

(b) Usable only for the construction of new comprehensive high schools, for alteration and renovation of comprehensive high schools, or for the retirement of debt on comprehensive high schools already built. Assistance would be limited to districts whose building plans and lists of equipment had been approved by the State Board of Education.

(c) Discontinued when bonded indebtedness no longer exists. If the state allotment as calculated with the above formula exceeded the annual cost of debt retirement, the state apportionment would be decreased accordingly.

2. The State of Missouri should use the testing program recommended earlier in this report to identify schools in which achievement of students is below acceptable standards. State funds should be distributed to help improve achievement as follows:
   (1) Where 70 per cent of students are below the 50th percentile on a statewide test ....$20 per pupil
   (2) Where 70 per cent of students are below the 40th percentile on a statewide test ....$30 per pupil
   (3) Where 70 per cent of students are below the 30th percentile on a statewide test ....$40 per pupil

   These funds should be used only for improving student performance, with rigid state controls over the use of the funds required. For example, the funds must be used in the low achievement schools only, and not elsewhere in the school system. Furthermore, funds granted under this program should in no way reduce expenditures from other revenue sources. Expenditure proposals should be examined and approved by the commissioner. Suitable methods of using the funds might be, for example:
   (a) Reduction of class size.
   (b) Employment of additional specialist teachers.
   (c) Employment of additional teacher aides.
   (d) Purchase of books, instructional materials, and equipment, including that necessary for instruction over television.

   If the Commissioner of Education decides that some local plans are inadequate, he should consult with local authorities and suggest alternatives. In some rural school districts the state may need to provide specialized personnel. For example, the state might employ a small number of reading specialists to be assigned for a period of two or three years to work with the teachers and the students in certain school systems.

3. Kindergarten children should be included in the number of students in average daily attendance for whom state aid is provided. Since kindergarten classes are normally in session for only half a day, each kindergarten child should be weighted by the factor .5 for financial support purposes.

4. The State of Missouri should provide the leadership and the "seed money" required to establish a small number of demonstration schools—or demonstration units within schools. These units might be provided in urban St. Louis and Kansas City, in suburban Kansas City, and in two or three locations in rural Missouri.

   The demonstration schools should be operated, as much as possible, by agencies other than the State Department of Education, such as local school districts, the state colleges, and the regional educational laboratories.

   The state, however, should take the initiative in establishing the demonstration centers, and should lend its prestige to them. In those areas of Missouri which have been resistant to change in educational practice, these centers should provide a visible demonstration of innovation. The state should not wait for local leadership to develop, but should provide positive action to promote improved education.

   Several methods for financing demonstration centers are possible. For example, a foundation might be set up, with authority to obtain money from various private and public sources, or the state might work with selected local districts in applying for Federal money (for example, under Title III of the Elementary and Secondary Education Act).

5. The State of Missouri should undertake cost studies concerning programs in vocational and special education.

The state should provide financial assistance to school districts and to junior college districts, in order that the local costs (after subtracting state and Federal revenues) of these courses are no more than the local cost of academic courses. This assistance should be provided only in cases where the establishment of these courses has been approved by the state, and where the courses and facilities meet rigid state standards.

6. The State of Missouri should provide financial assistance to the public junior colleges to the extent of 50 per cent of the approved *operating* costs of each junior college.

   The State Department of Education should conduct cost studies preparatory to making recommendations covering state assistance toward the *building* costs of junior colleges.

7. State support for junior colleges should include financial assistance for the provision of noncredit continuing education and remedial work as well as formal courses for credit.

8. The sliding scale of maximum tax rates for junior college districts which may be levied without voter approval should be replaced by a single rate applying in all junior college districts. The rate should be developed through cost studies and should be realistic in terms of costs of modern programs of post-secondary education.

9. There should be a foundation program of $365 per pupil plus a resource equalizing grant of up to $35 per pupil for certain local school districts, depending upon their assessed valuation and tax rate. The program should have three major parts:
   (1) A flat grant of $200 per pupil in average daily attendance throughout the state.
   (2) An equalizing grant of $165 per pupil in average daily attendance, less the yield of a tax of $1 per $100 of assessed valuation equalized to 30 per cent of full value, and less other local revenue.

(3) A resource equalizing grant, not to exceed $35 per student in average daily attendance, to districts levying a tax of $3 or more per $100 of assessed valuation equalized to 30 per cent of full value. Districts with an equalized assessed valuation of less than $14,000 would be eligible for the resource equalizing grant. The formula for this grant would be as follows: ($14,000 minus local equalized per pupil assessment) multiplied (by the local equalized tax rate minus a tax rate of $3 per $100 equalized assessed value).

10. The General Assembly of the State of Missouri should adopt legislation providing the State Tax Commission with more authority to supervise the practices of county assessors.

    The State Tax Commission should be required by law to have studies conducted, on the basis of which reliable and up-to-date evidence may be available to the State Board of Education, indicating the relationship between assessed value of property and its full market value in each county in Missouri.

11. No election should be required for the tax rate to remain at its present level. When a proposed tax increase is defeated, the tax rate of the district should remain at the rate then in force, as voted at the next preceding school tax election.

12. The two-thirds majority vote presently required on bond referenda should be discontinued, and a simple majority vote should be permitted.

I INTRODUCTION

Today educators everywhere are examining their schools, colleges, and universities. Nothing is sacred, nothing is exempt. Citizens are demanding guidelines on how to provide better education more effectively and more efficiently; how to reach the child and the parent; how to improve the background and the capacities of teachers and administrators; how to build better buildings, write better textbooks, use the new educational media; how to teach children from disadvantaged backgrounds, the disabled and the gifted; and, above all, how to finance all the new educational needs —today, tomorrow, and in the years immediately ahead.

How to do it better? How to do it now? These two questions are posed with unparalleled urgency today in Missouri as in other parts of the country. They have been posed to our Consultant Panel, and they now go before the Governor's Conference. Soon they must be posed to the people of the state. In Missouri they can be considered only within the framework of past educational history, the present educational system, and the newly-developing Federal interest in education. Most importantly, they can be considered only in the light of "the possible." Theoretical suggestions, while interesting, are irrelevant. The emphasis has to be on the practical and the achievable now, and on actions to be taken during the next legislative session.

These objectives have been foremost in our minds during the course of our study. They have guided our comments, observations, and recommendations.

Today there are both strengths and weaknesses in the Missouri educational system. We found many strengths. The strong faith in public and private education held by Missourians everywhere is a great strength. It is exemplifed by the overwhelming support given to the development of the newest educational units (the junior college districts). Strong local leadership for the schools is also a strength. It certainly exists in many communities throughout Missouri.

As to weaknesses: extreme emphasis on localism is a weakness. This shows up in the insistence upon maintaining high schools that are too small to be effective as either educational or economic units; also in the continuance of too many elementary school districts which are too sparsely populated to offer adequate educational programs. Inequality of educational opportunity is a weakness, and there is no doubt that it exists throughout the state. Underutilization of potential resources, both financial and leadership, is a weakness, too.

It is vital and essential to the continued progress and growth of Missouri that the strengths of its educational system be built upon, and that its weaknesses be eliminated as quickly as possible. This report contains many recommendations designed to achieve these objectives—recommendations on an equitable tax basis, changes in the foundation program, and emphasis on the need for fewer school districts and innovation in teaching. We believe that Missouri is ready for these recommendations, ready to take action and put them into effect. We believe the Governor's Conference will be able to combine the best of the past with the needs of the present in order to design an educational system capable of meeting the demands of the future. That these demands are high can hardly be denied, but they have always been high and the stakes have been and are still high too.

A century ago a prophetic speaker in Kansas City capsulized the problem when he said:

> "Well attested experience has shown that a system of graded schools, supported by the community, and open to all children free of charge, is the most effective and enduring producer of security, peace, and prosperity in any community, and should have the hearty and united support of all good citizens."[1]

His words are as true now as they were then.

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[1] For footnotes, see page 118.

II STATE GOVERNMENT AND EDUCATION IN MISSOURI

What is the responsibility of the state government for improving education? What social and economic changes affect the governance of education? What are the responsibilities of the State Board of Education, the chief state school officer, and the State Department of Education in the administration and improvement of education? What should be the relationship between the state educational government and other agencies—the Federal government, other states, nonpublic schools, and the state's institutions of higher learning? This chapter deals with these questions.

The state government is dominant in American education. In our Federal system, functions are divided between the central government and the states. Article I, Section 8 of the United States Constitution enumerates the powers of the Federal government. The Tenth Amendment reserves to the states those powers which are neither delegated to the central government nor prohibited to the states. Among the functions not mentioned in the Constitution are such vital responsibilities as education, health and welfare, and highways. Since these functions are neither granted to the Federal government nor prohibited to the states, they are assumed to be state functions.[1] The courts have consistently taken the position that the states have full power over education, and that local school boards operate as arms of state government.[2] This responsibility is recognized in Article IX, Section 1 (a) of the Missouri Constitution, which reads:

> "A general diffusion of knowledge and intelligence being essential to the preservation of the rights and liberties of the people, the general assembly shall establish and maintain free public schools for the gratuitous instruction of all persons in this state within ages not in excess of twenty-one years as prescribed by law. Separate schools shall be provided for

> white and colored children, except in cases otherwise provided for by law."*

In practice, the responsibility for education is shared by Federal, state, and local governments. A complex division of authority over education and its financing has developed among all three levels. In many states, including Missouri, the operation of schools and the planning of educational programs have been primarily local responsibilities, with the states assuming a portion of the cost and retaining some administrative and supervisory functions. During the past several years, the Federal government has begun to provide more funds for education. However, the state governments have the central role in providing strong, efficient educational systems. Francis Keppel, formerly United States Commissioner of Education, made this point recently when he said:

> "In the long run, therefore, nothing that the citizen or the educator can do, wherever he may be, can be more important than strengthening the capacity of the states to respond to the educational needs of our time . . . . In education, the nation looks to the states not merely as a matter of law or precedent, but as a matter of practical soundness and necessity."[3]

Forces Affecting the State's Role in Education

Three major types of forces are causing increased emphasis to be placed on education and, in particular, on the responsibility of state government for education.

The nation's population, since World War II, has been very mobile, and the mobility has been accompanied by increased urbanization.

Social and economic forces, including the development of advanced technologies, have heightened the importance of education—to individuals and to society—and there has been a mounting demand for education at all levels.

Rapid changes and substantial improvements have taken place in educational methods. These three forces are discussed below.

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*In an opinion given by the Attorney General of Missouri dated June 30, 1954, the requirement of separate schools for white and colored children was held to be null and void, due to the Supreme Court's Decision, *Brown et al v. Board of Education of Topeka*, 347 U.S. 483 (1954). Although this requirement is therefore of no import in the operation of Missouri's schools, it would seem that the tenor of the times would require that it be removed, when an opportune time permits a constitutional amendment.

Population Mobility

Americans are extremely mobile. About one-fifth of them move from one residence to another each year. Some moves are local, but about one-third of the movers cross county lines, and one-sixth migrate from one state to another. According to a well-informed demographer, Dr. Donald J. Bogue of the University of Chicago, not more than 2 to 3 per cent of the adult population of the United States spend their entire lives in one residence, and perhaps not more than 10 to 15 per cent spend their entire lives within the same county.[4]

Consequently, education is of more than local significance. The nation as a whole has an interest in the education provided in each locality because, regardless of where the children acquire their learning, they may move to any state in the nation. State legislatures and state education authorities are bound to ensure that all children, regardless of place of residence, are able to cope with the needs of a society that is rapidly increasing its occupational, technical, and cultural demands.

To a major extent, Americans have moved from farm to non-farm areas since the turn of the century. In 1900, about a third of Missouri's population lived in urban and two-thirds in rural areas. In 1960, these proportions were reversed, with two-thirds living in the urban parts of the state, as shown in the table that follows. (Further details are provided in the Appendix.)

Table II-1 **Percentages of Population In Missouri Located In Urban and in Rural Areas 1900 - 1960**

Year	Urban	Rural	Total
1900	36.3%	63.7%	100.0%
1910	42.3%	57.7%	100.0%
1920	46.6%	53.4%	100.0%
1930	51.2%	48.8%	100.0%
1940	51.8%	48.2%	100.0%
1950	61.5%	38.5%	100.0%
1960	66.6%	33.4%	100.0%

Source: Adapted from Rex R. Campbell and John J. Hartman, *Missouri Population Characteristics and Changes*. University of Missouri, 1964, p. 36.

Legislatures and state departments of education have been slow to respond to the shift in population. Some state legislatures have not been fully aware of the problems of the large metropolitan areas. Under the impetus of the historic decision of the United States Supreme Court[5] pertaining to representation in state legislatures, many states are undertaking reforms to achieve a better balance between rural and urban areas. Students of state educational government have observed, however, that some state departments of education do not have on their staffs enough people with urban experience and knowledge of the educational problems in urban and suburban districts.[6]

Population mobility makes education a matter of more than local significance. Educators in large cities must attempt to compensate for the inferior educational backgrounds of many migrants, especially those from the rural south. The suburbs find it difficult to provide the buildings and the teachers necessary for the enrollment increases. The rural areas find it difficult to offer high quality secondary education for a diminishing population. State educational authorities need to adjust to these demographic changes by employing more persons with backgrounds in urban education.

The Mounting Demand for Education

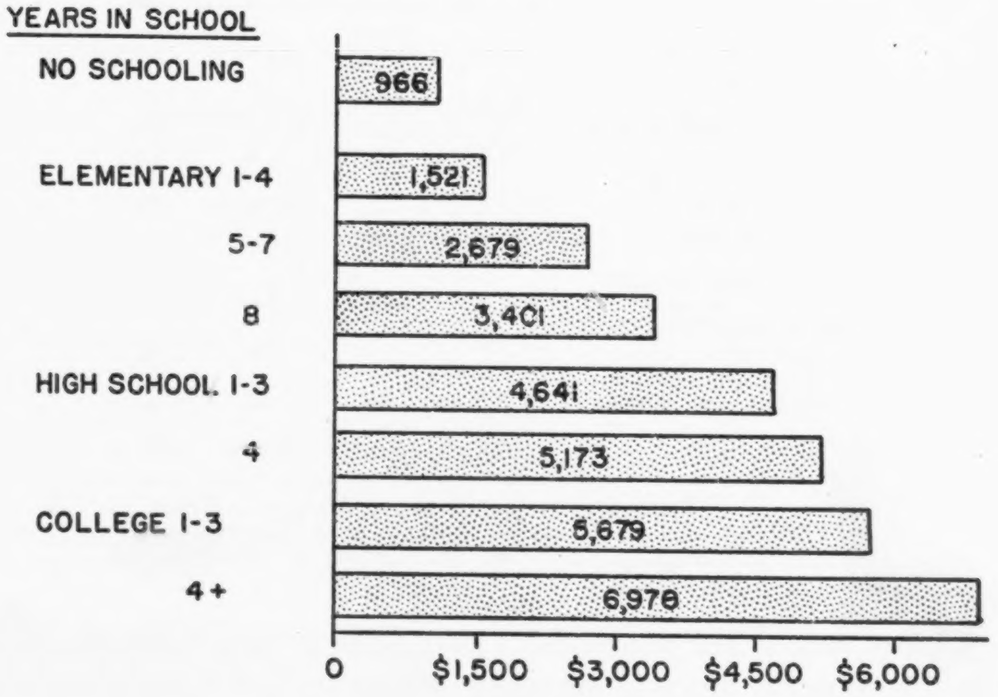
Americans now need more and better education for individuals and for society as a whole. Dr. Peter Drucker, a perceptive observer of the American scene, pointed this out in a recent article in *Harper's Magazine,* when he said:

> "Altogether our society will be school-centered. At least one third of the American people will be in school a few years hence. (Only one fourth is there now.) Preschool children, ready for nursery school or kindergarten, will make up another tenth of the population. Teachers are already the largest single occupational group in the country. . . .
>
> "Education is about to take over from the Welfare State as a basic commitment of the American people. One might call this new phenomenon the Knowledge State. Education is bound to become a focus of political life and political conflicts."[7]

Drucker's comments are supported by research which shows that education is necessary for economic well-being. In Missouri, as in the rest of the nation, individuals with more education earn more on the average. (See Chart A below). Furthermore, among Missouri's counties, the education of the adult population and the median income are closely related. Chapter VI of this report provides more detail about education and income in selected counties of Missouri (see Table VI-5). In the future, Missouri will attract industry and keep pace economically with the remainder of the nation to the degree to which the state discharges its educational responsibilities.

CHART A

1959 MEDIAN INCOME - MISSOURI MALES
25 Years Old Or More



Source: John W. Ashley, *Profile of Poverty in Missouri.* University of Missouri, Research Center, School of Business and Public Administration, 1965, p. 13.

Research also shows a close relationship between education and employment. Unemployment is greater for individuals who do not complete high school than for high school graduates and those with some college education.[8]

The changing technology with its changing labor force creates a greater demand for education. More of the employed people are in professional, technical, and scientific occupations where higher levels of education are necessary; fewer are in unskilled and farm occupations which require less education. (See Table II-2).

Table II-2 **Actual and Projected Employment, by Major Occupational Group, 1960, 1965, and Projections for 1970 and 1975**
Per Cent Distributions
(United States)

Major Occupational Group	Actual 1960	1965	Projected 1970	1975
Professional, technical, and kindred workers	11.2%	12.3%	13.7%	14.9%
Managers, officials, and proprietors, except farm	10.6	10.2	10.3	10.4
Clerical and kindred workers	14.7	15.5	16.3	16.5
Sales workers	6.6	6.5	6.5	6.5
Craftsmen, foremen, and kindred workers	12.8	12.8	12.8	12.8
Operatives and kindred workers	18.0	18.6	17.5	16.7
Service workers, including private household	12.5	12.9	13.5	14.1
Laborers, except farm and mine	5.5	5.3	4.6	4.2
Farmers and farm managers, laborers, and foremen	8.1	5.9	4.8	3.9
Total employment	100.0%	100.0%	100.0%	100.0%

Source: United States Department of Labor, *Manpower Report of the President and A Report on Manpower Requirements, Resources, Utilization, and Training*. Washington: U.S. Government Printing Office, 1966, p. 217.

Consequently, the demand for education is increasing throughout the country. Since employment opportunities for high school dropouts are decreasing, the schools are pressured to retain young people until graduation. High quality education is needed to prepare rural youth for careers which many of them will follow in urban centers. Improved urban education is needed to overcome the handicaps faced by many young people whose home backgrounds are not conducive to educational progress.

A greater demand exists also for higher education. Missouri, like other states, is expanding its college and university facilities to take care of the additional young people who need and want post-secondary education. Junior colleges play an increasingly important role in meeting the diverse needs of students whose education does not end at the twelfth grade. Finally, with knowledge expanding at a rapid rate, Missouri needs to provide for continuing adult education.

Improvements In Educational Practice

Since 1950, the curricula, especially in mathematics and the sciences, have been restructured. These changes require improvements in teacher education and re-education, so the schools need more and more expertise. When modern languages are taught in the elementary schools, specialists are needed to do the teaching. When modern mathematics courses are introduced into the secondary schools, well-trained mathematicians are required.

Furthermore, technology makes possible more efficient instruction. In the school of the future, such devices as television, motion pictures, and programmed learning—either textual or electronic—will be increasingly used. According to a recent report:

> " . . . pedagogical considerations are affecting the way schools are designed and equipped and the way teachers, materials, and pupils are 'programmed.' Team teaching is one example of a concept that affects every element of the school: buildings, teachers, instructional equipment and materials, pupils, and time utilization."[9]

Increased mobility of the population, a greater demand for education, and a revolution in educational practice all require stronger educational government at all levels. Most important of all, perhaps, is the urgent need for local educational agencies which are more efficient both educationally and economically. The Federal government is increasingly concerned about education, and now grants large sums of money to improve the nation's schools. The role of the states is also changing; some functions are being given additional emphasis, and the states' relationships with other agencies are being altered.

With this background we turn to an examination of Missouri's educational government. (See the organizational chart in the Appendix.)

The Missouri State Board of Education

In the revised Constitution of 1945, Missouri established a State Board of Education. This board was given powers to supervise the state's program of public elementary, secondary, and junior college education. It was authorized to select and to appoint a Commissioner of Education and, upon his recommendation, to appoint a professional staff. Thus, as an official constitutional agency, Missouri's State Board of Education is accountable for the quantity and quality of all public education except that offered by the state university and state colleges.

The framers of the revised Constitution intended to give Missouri a State Board of Education divorced from partisan politics and therefore free to provide vigorous educational leadership. To keep the board from becoming subservient to any political organization, the Constitution provides that not more than four of its eight members may be of the same party. The board members are appointed by the governor, with the advice and consent of the Senate.

The Missouri State Board of Education seldom presents the needs of education to the governor, the legislature, or to the people of the state. Such vital leadership is left to the professional staff of the State Department of Education, or to such professional groups as the Missouri State Teachers' Association, who are inescapably open to the charge of "special pleading." As a consequence, proposals to expand educational programs, to increase state support for local schools, or even to improve salaries and professional working conditions for State Department of Education personnel, are advanced only by professional groups within the state, with virtual neutrality on the part of the board itself.

In the past, the Board of Education seldom developed policy; rather it has endorsed recommendations of the professional staff in the Department of Education. To be sure, the board's practice of consulting with the Commissioner of Education and seeking his recommendations regarding policies under consideration is commendable. However, to depend entirely on policies proposed by the professional staff reduces the effectiveness of the board's leadership. It also places the commissioner and his fellow professionals in the position of both developing and implementing policy. Many people believe that the board acts as an agent of the professional staff of the State Department of Education, and perhaps of other professional groups, rather than as an independent policy-making and leadership body.

The State Board of Education has recently shown greater interest in its leadership role in policy development. Legislation which permits meetings to be held in locations other than Jefferson City enables the board to familiarize itself with statewide educational problems. The board's decision to meet with groups and organizations concerned with education is an indication of its willingness to assume greater leadership and is commendable. The recent practice of distributing board minutes in advance of the meetings will expedite the more mechanical aspects of board meetings, and make time available for discussing policy issues. We recommend further steps as follows:

RECOMMENDATION II-1

The following important functions should be performed by the State Board of Education:

(1) Represent to the governor and other state officials, the legislature, local school boards, and policy-making groups in higher education its judgment as to what should be the goals of education, and what action should be taken to meet these goals. This function should include recommending specific legislation, where legislation is needed.

(2) Study continuously the needs and progress of education in the state and make public its findings and conclusions.

(3) Encourage the public, including local school boards, to support an educational system which provides for equal and adequate educational opportunities for all Missouri's pupils.

(4) Encourage and stimulate local initiative and cooperative efforts of school boards and school leaders.

(5) Employ and support an outstanding administrator and staff to carry on the necessary work of the State Department of Education.

(6) Encourage the improvement of education through the pursuit of excellence.

(7) Provide leadership toward obtaining a balanced program of financial support for Missouri's schools.

More vigorous leadership of the State Board of Education should properly begin with the composition of the board. The restriction against partisan domination of the State Board of Education is good, and should be maintained. The appointment of board members by the governor, with the approval of the Senate offers the possibility of attracting to this body able and dedicated men and women. Missouri's experience suggests that positive policies and criteria are needed if the board is to be composed of citizens who will give active leadership in the improvement of education.

The Commissioner of Education
(The Chief State School Officer in Missouri)

As state educational agencies gain more power in American education, the chief state school officers will command more prestige and status than have been accorded their office in the past. As the executive officer of the State Board of Education, Missouri's Commissioner of Education has responsibility for supervising a system of schools which serves about 900,000 students and spends about half a billion dollars each year. The magnitude of his charge is comparable to that of the president of a large corporation, or the president of one of the largest university systems. He must deal, on equal terms, with the chief state school officers of other states and with Federal officials of high ranks. His colleagues also include university presidents and men in high positions of public office. He must command the respect of lay and professional leaders in the state's school system, including those in the major metropolitan centers, and in the Federal government.

Among the strengths of Missouri's educational system is the nonpolitical nature of the commissioner's office. Although the procedure of electing the chief state school officer appears to "work" in some states, authorities agree that the policy of having the person appointed by the State Board of Education on the basis of his professional qualifications is preferred.

Section 2 (b) of Article IX of Missouri's Constitution provides that "the board shall select and appoint a commissioner of education as its chief administrative officer, who shall be a citizen and resident of the state, and removable at its discretion." Section 161.112 of the Missouri School Laws further provides that "[t]he commissioner shall be a citizen who has resided in the state for at least one year immediately preceding his appointment and who possesses educational attainment and breadth of experience in the administration of public education."

Missouri has, therefore, established a professional approach to the direction of its schools by providing for the appointment of a chief state school officer on the basis of educational and administrative competence. Two improvements will be suggested in the present procedures for appointments and tenure.

In Missouri today, as elsewhere in the country, the Commissioner of Education, the various superintendents of schools, and the presidents of colleges and universities, both private and public, are highly mobile. They are now part of a national personnel market, and it is unrealistic to act as if this national market does not exist. In the future, the State Board of Education will need the greatest possible flexibility in selecting a commissioner and should be able to consider, if it wishes, any of the best qualified people in the country for a fixed term of office. Accordingly, we recommend that the present statutes be amended.

RECOMMENDATION II-2

(1) State laws should be changed to allow the State Board of Education to consider for appointment to the office of Commissioner of Education persons who are residents of other states, as well as persons who are residents of Missouri.

(2) State laws providing that the Commissioner of Education should be removable "at the discretion" of the State Board of Education should be changed to provide a fixed term of office of four years.

This change would have two beneficial effects. It would provide a protection against summary dismissal, and it would regularize a periodic review of the performance of the chief state school officer.

The duties of the Commissioner of Education in Missouri are described as follows in Section 161.122 of the Missouri School Laws.

> "The commissioner of education shall supervise the division of public schools. Either in person or by deputy, he shall confer with and advise county and school district officers, teachers, and patrons of the public schools on all matters pertaining to the school law, visit and supervise schools, and make suggestions in regard to the subject matter and methods of instruction, the control and government of the schools, and the care and keeping of all school property; attend and assist in meetings of teachers, directors, and patrons of the public schools; and seek in every way to elevate the standards and efficiency of the instruction given in the public schools of the state."

In order that these duties may be performed, the commissioner is required to select and appoint personnel and to organize the Division of Public Schools,* which carries on his administrative, supervisory, and regulatory functions.

His functions are more than to administer, regulate, and supervise. The key to his more important role is found in the last phrase of Section 161.122: to "seek in every way to elevate the standards and efficiency of the instruction given in the public schools of the state." This charge requires that the commissioner (1) actively engage in identifying educational needs, and proposing means to deal with them; (2) initiate proposals to present to the State Board of Education; (3) be active in informing the public about the accomplishments and the weaknesses of the public schools of the state; and (4) initiate, with the support of the State Board of Education, proposals for improved laws when present legislation is inadequate. In brief, we believe that the office is one which should provide vigorous leadership for the improvement of education in Missouri.

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*There are presently two divisions in the Missouri State Department of Education, the Division of Public Schools and the Division of Registration and Examination. Hereafter, we use the term "State Department of Education" as synonymous with "Division of Public Schools."

The State Department of Education*

Throughout the nation, the size of state departments of education has increased in response to the growth in the magnitude and complexity of the states' role in education. In 1900, there were only 177 employees in all the state departments of education in the country, or less than four per state. This figure includes the chief state school officers, the remainder being largely clerical employees. By 1955, there were a total of 15,375 staff members in the nation's state departments of education.[10] Missouri has been no exception to this national trend. In the 1918-1919 school year, the entire personnel roster of the State Department of Education consisted of 19 people; today, in excess of 200 persons are on the staff.

A good deal of the growth has been in response to the need for administering Federal programs. As Federal participation in education increased, more and more administrative and clerical people were required. Furthermore, as Federal and state programs became more complex, additional specialists were needed at the state level. The demands now on state educational government, including such activities as planning, research, and data processing, require employees with the highest competencies.

The emerging role of the State Department of Education will be discussed under the following headings: (1) personnel, (2) organization, and (3) functions to be performed.

Personnel: There are 235 members of the staff of the State Department of Education in Missouri.† One hundred fourteen are professional, and 121 are secretarial and clerical workers. The professional personnel include the following:

Commissioner of Education
Deputy Commissioner
4 Assistant Commissioners, each in charge
of a division

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*The formation of the State Department of Education is authorized under Section 161.132 of the Missouri School Laws, which provide that "[u]pon the recommendation of the commissioner the board shall appoint the members of the professional staff and the other employees and fix their compensation."

†This does not include the 693 additional staff members in the Vocational Rehabilitation Division, The State School for the Blind, The State School for the Deaf, and the Training Centers for Retarded Children.

31 Directors, each in charge of a section
77 Supervisors and Assistant Directors

During our field study, we met many employees of the State Department of Education. We were impressed by the fact that the department is free from politics and makes appointments on the basis of merit. The employees of the department are dedicated to a high quality of performance of their duties. They have established good working relationships with school administrators and school boards throughout the state. Although state laws do not have a formal provision for tenure, appointments are continuing and are not subject to the vagaries of partisan politics.

The backgrounds of appointees to the department are predominantly in rural school administration. This experience is useful in ensuring that appointees possess administrative skills and the ability to work with others in the department and with superintendents in rural Missouri. However, the department has few people who are intimately acquainted with urban school problems. Furthermore, some positions in the department require personnel with special competence, or special training or experience, and for this, present recruitment methods are not adequate.

Only one person in the State Department of Education in Missouri has a doctoral degree. To be sure, possession of the doctorate does not guarantee that the position holder will perform his task well. However, the State Department of Education needs some individuals who have the background which the doctorate represents.

Two positions now vacant in the department are those of Director of Research and Director of Data Processing. Present methods of recruitment are not adequate to fill these two positions properly, and with this in mind we recommend the following.

RECOMMENDATION II-3

(1) When a position in the State Department of Education at the level of director or a higher grade is vacant, the State Board of Education should instruct the Commissioner of Education to develop job descriptions of the position or positions to be filled. These job descriptions should include a description of functions to be performed and qualifications required.

(2) The State Board of Education should enlist the services of highly qualified consultants to help develop these job descriptions. The study of job descriptions should be accompanied by a study of salaries paid to individuals in similar positions in other states. The salary which is recommended on the basis of this study should then be established and included as part of the job description *for the particular position.*

(3) The commissioner should seek applicants for these positions from among highly qualified personnel throughout the country.

Organization: Much thought has gone into the development of a rational form of organization in the Missouri State Department of Education. A division of responsibility according to tasks performed now exists. The line organization is reasonable and appears to work well. Considerable attention is paid to the maintenance of communication within the department and between the department and the school superintendents of the state. We are informed that the commissioner meets frequently with deputy and assistant commissioners, and with the heads of the sections.

Some functions can be served better when the officials responsible for them have a staff rather than a line position in the organization. These are roles which require a great deal of specialized training. People filling these kinds of positions are required to offer advice and assistance to line officials.

Two positions which are obviously of a staff rather than a line nature are those of the Director of Research and the Director of Data Processing. A third position which we believe should be established is that of legal advisor to the Commissioner of Education and State Board of Education. A general counsel in the State Department of Education could furnish the following necessary services: (1) provide legal counsel for the commissioner and the board regarding the discharge of judicial type responsibilities (for example, the revocation of a certificate or license to teach); (2) review and advise the commissioner and the board on all current and proposed state legislation which may, in any way, affect education; (3) provide general legal advice to the department regarding the increasing body of constitutional law, statutory law, court rulings, opinions, and regulations which pertain to Missouri education; and (4) assist in the framing and presentation of educational legislation proposed by the Commissioner of Education and the State Board of Education.

RECOMMENDATION II-4

(1) The State Board of Education and the Commissioner of Education should define the performance of research and data processing as staff rather than line functions.

(2) A staff position of General Legal Counsel to the State Board of Education should be established.

The tasks performed by the State Department of Education are growing in both magnitude and complexity. To perform these tasks requires the services of individuals with specialized skills. For example, the development of population projections for the growing junior college program requires the services of a professional demographer. However, it is not always practical or desirable to employ specially-trained personnel on a permanent basis, inasmuch as (1) these people are in short supply and difficult to hire at any price (certainly at present salaries); and (2) the services of specialists are sometimes required for only a short period of time.

It is therefore appropriate that some of the tasks of the State Department of Education—primarily in the fields of planning, research, and evaluation—should be performed by *ad hoc* committees or consultants rather than by permanent employees.

RECOMMENDATION II-5

As part of the process of improving its educational system, Missouri should begin a series of studies in planning, research, and evaluation. Some of these studies might best be carried on by *ad hoc* committees made up of scholars and other experts, from Missouri and elsewhere.

Examples of appropriate studies are listed in the following section of this report.

Missouri is a heterogeneous state. The types of services needed for the schools in the Ozarks are quite different from those needed in the major cities and their suburbs. The state employs a small number of district supervisors to provide some services. These men, however, are without staff and must confine themselves largely to checking statistics rather than to providing leadership. It is, therefore, desirable that the state improve its regional services either by establishing regional state offices or by creating intermediate units which are large enough and have the finances necessary to carry out this function. Chapter IV deals with the contribution which intermediate educational units could make to the improvement of Missouri's schools.

Due to the state's responsibility for administering large amounts of federal funds, the state educational government must be more concerned than ever before with the problems of urban education. Some personnel in the State Department of Education should have a background in city school systems, or special training in urban educational activities. It is desirable that steps be taken to ensure close liaison between the State Department of Education and the school systems of St. Louis, Kansas City, and their surrounding suburbs.

RECOMMENDATION II-6

The State Department of Education should establish regional offices in St. Louis and Kansas City.

Functions To Be Performed: Some functions of the Commissioner of Education and the State Department of Education are just now emerging. The department personnel can carry some of these; others may better be implemented by *ad hoc* committees created especially for the purpose.

Planning. Education is one of Missouri's major industries. It is big and complex. It operates throughout the state under greatly varying conditions of financial support, geography, population density, and student background. It includes special programs for handicapped children, gifted children, the blind and the deaf, and culturally deprived children. Education is provided in many kinds of institutions: private and public schools; elementary, junior high, and senior high schools; area vocational schools; junior colleges; state colleges; and universities.

In view of the magnitude and the complexity of the education industry in Missouri, there should be provision for long-term planning to eliminate duplication, inefficiency, and waste. Furthermore, since the major resource of Missouri (and other states) is its human capital, planning should be used to ensure that this resource is developed to as complete a degree as finances will permit.

The first step in long-term planning for education is to obtain projections of the population and the economy for the state as a whole and for the major regions and cities. Experienced demographers and economists should develop these projections. Then educational plans may be made with full awareness of future economic and demographic potential. Plans for higher education may be coordinated with those for elementary and secondary schools. Suitable vocational education may be encouraged.

Statewide planning will strengthen rather than weaken local decision-making. Local control of education will be more effective if it is based on adequate and correct information about future population and future economic potential of the entire state. Furthermore, parents, students, and counselors will be able to make decisions about future job opportunities in light of the best knowledge which is available. School district organization should, of course, be related to these projections.

The following are examples of planning studies which might be carried on by the State Department of Education.

1. Studies of school district organization as related to changes in population and the economic base in various parts of Missouri.
2. Studies of future enrollment potentials of proposed new junior colleges.
3. Studies of anticipated vocational education needs.
4. Studies of more effective teaching procedures.

Research. Another expanding function of state educational government is research. The contribution of Missouri's schools and colleges to the economic and cultural well-being of society depends on the improvement of educational practice. The task of providing knowledge must be shared among such agencies as the universities, the larger school systems, the Federal government, the regional laboratories, and the states. Among the types of research which state educational authorities should promote are studies of:

1. The selection, training, and placement of teachers. Included in this category would be studies of the supply and demand for teachers in Missouri.
2. The effectiveness of teachers with different types of training and educational background.
3. The effectiveness of new instructional procedures such as team teaching.
4. The relationship between the organization of a school district and its economic and educational efficiency. One question would be: do reorganized districts result in better performance in terms of higher achievement levels, lower dropout rates, and higher rates of college-going?
5. Studies of the quality of the educational product. For example: How well do graduates of Missouri's high schools do in higher education, and in their chosen vocations?

Evaluation. Evaluation is a vital link in the total process of defining needs, devising programs to meet these needs, and studying the results of these programs. Progress in education is impossible without systematic evaluation. Furthermore, evaluation is an aspect of the establishment of equality of educational opportunity and of minimum educational standards.

Methods of evaluating educational achievement have progressed to the point where it is possible to measure, with some accuracy, the learning of an individual or a group. An increasing number of states are using statewide testing procedures to measure the effectiveness of programs. The Federal government, as noted above, includes state evaluation procedures as part of the activities which may be supported under Title V of the Elementary and Secondary Education Act of 1965.

Achievement-test results reflect not only the success of the school, but also the quality of homes and communities. School boards and administrators are sometimes reluctant to see achievement-test results released to their communities lest undeserved blame be cast on the school. This reluctance is understandable, since schools cannot readily counteract the pervasive effect of home and community cultures. State educational authorities should take the lead in pointing out that only a portion of the results of the tests are due to the effects of the school. Suitable educational procedures may, over a period of time, reverse undesirable background effects and result in a more nearly equal opportunity for children of the state.

There is much controversy about a proposed national testing program. The opponents of national testing say that it would result in the imposition of national standards as to what should be taught in the schools. They claim that such tests would make no provision for inter-regional differences in curricula. On the other hand, those who support testing claim that this is the only way for extremely low performance to be recognized and identified, and for corrective measures to be taken. Better measures of achievement are needed and the State Department of Education should provide the leadership to local communities for developing them.

There is a need for ensuring adequate educational opportunity through identifying areas where performance is low and providing suitable corrective and remedial education. However, this can be done by the states and we believe that in Missouri the state should evaluate the educational achievement of its students and the effectiveness of its schools.

RECOMMENDATION II-7

The State Board of Education should direct the Commissioner of Education to establish a statewide program of achievement testing. This program might start, for example, with testing of reading and arithmetic at the fourth grade level, and might later be enlarged to include additional subject areas, and to include, say, seventh and tenth grades. Two alternatives are suggested in the choice of tests: (a) a uniform set of tests might be prescribed; (b) the local district might be permitted to choose from among several authorized tests. The results of these tests should be analyzed by the State Department of Education. The local school board and the superintendent of each high school district should be provided with scores and averages for the state and the regions of the state.

However, no school board or superintendent or other individual or group should be provided with test scores of other school districts.

The tests should be used as a basis for providing special assistance, financial and otherwise, to improve achievement where improvement is needed.

The criteria used in Missouri for the accreditation of schools include teacher qualifications, instructional equipment, textbooks and supplies, numbers and kinds of courses offered, services rendered, and the activities and opportunities available to students. The minimum classification for an accredited school is a Class A program. To encourage local school systems to provide more than a minimum program, Class AA and Class AAA classifications have been established.

The classification of Missouri's schools has served a useful purpose. However, one problem which is encountered where very specific standards are applied is that these standards may detract from the freedom of local administrators and school boards to develop the most appropriate program for a given district. Many newer developments, such as team teaching, ungraded primary classes, and modular scheduling are not included in the rules laid down by the classification system. Furthermore, classification systems tend to lag behind the times, and may actually deter school systems from adopting innovations.

There also may be an excessive emphasis on "course counting" rather than on the quality of the program.

RECOMMENDATION II-8

The school accreditation procedures should be revised and the following possibilities should be considered:

(1) There should be two rather than three levels of accreditation, namely, a standard of acceptance and a standard of excellence.

(2) Standards should be sufficiently flexible to encourage innovation and experimentation at the local level. For example, there should not be reference to classroom periods of specific length, as this limits the ability of the administrator to experiment with time allocation.

(3) The standard of excellence should include measures of the performance of students in the district, adaptation of program and methods to local conditions, innovativeness, the leadership provided by the superintendent, as well as courses taught and activities offered.

(4) Classification should take place every three years instead of annually.

(5) A team rather than an individual should conduct the inspection.

Data Processing. Automatic data processing has important implications for the organization of state departments of education. Some routine functions can readily be transferred to machine processing, thereby increasing efficiency; and many *new* functions can be handled by high speed computers and other electronic equipment. (For example, data processing can facilitate the research and planning roles of the State Department of Education.)

Data processing should not be merely an adjunct to the operation of the State Department of Education, but should be integrated into the entire organization.

RECOMMENDATION II-9

The State Board of Education should appoint a consulting firm to recommend applications of data processing to the operations of the Missouri State Department of Education.

Relations With Other Agencies

Missouri's schools and colleges are administered by a large number of school boards, junior college boards, and boards of higher education. The state guarantees educational opportunity by providing financial assistance, offering leadership, and establishing the legal and administrative framework within which public educational organizations operate. The state also serves as a coordinating agency in its relations with the Federal government, other states, nonpublic schools, and institutions of higher learning. These relations will be discussed in the remainder of this chapter.

State-Federal Relations

Since the passage of the 1917 Smith-Hughes Act for the support of vocational education in secondary schools, there has been a close-working relationship between state departments of education and the Federal government. State educational agencies were developed in many states as a direct result of the necessity to administer the Smith-Hughes Act. Today, the relationship between state and Federal government is an intricate one. In some cases, the state is called upon to direct a federally-financed program. In other cases, the state passes on applications from local districts for Federal funds.

One effect of these activities is to increase the number of personnel employed and the amount of money spent in the State Department of Education. Another result is that new kinds of activities are engaging the attention of State Department of Education employees, including the chief state school officer himself. Finally, the Federal government is calling for a new emphasis at the state level on *planning, research,* and *evaluation.* Title V of the Elementary and Secondary Education Act of 1965 provides Federal grants for expanding these types of activities.

The organization and structure, as well as the financing, of education in Missouri are therefore affected by the Federal interest in education. Federal funds have resulted in a rapid growth in the State Department of Education in Missouri, as in other states of the nation. Federal programs have created a need for more people in the State Department of Education who have special competencies, including knowledge of the problems of urban education. Federal leadership in promoting educational improvement has been evidenced, for example, in the creation of a number of new Educational Research Laboratories, two of which are located within the State of Missouri—one in Kansas City and the other in St. Louis.

Cooperation between the Federal and state governments is essential for bringing about educational progress. New sources of funds and of imaginative ideas are potentially advantageous for educational improvement in Missouri. *The recommendations which have been made in this report for strengthening the role of state educational leadership are designed to ensure that the state-Federal* *partnership remains a viable one and that the state will not merely become an administrator of Federal programs.*

Relations Between State Educational Government and Nonpublic Educational Agencies

In the 1965-66 school year, about 160,000 children attended nonpublic elementary and secondary schools in Missouri, about 16.6 per cent of the total school enrollment in the state. Private education, therefore, is an important part of the total educational effort. Through their support of private institutions of higher learning, as well as of private elementary and secondary schools, many Missouri citizens make substantial contributions to the support of education, above and beyond the payment of taxes.

Recent Federal legislation attempts to reach an accommodation between the needs of students who attend private schools and the restrictive laws of the states. In this connection, Title I of the Elementary and Secondary Education Act of 1965 provides for special services to educationally deprived children in both private and public schools. Even more important, Title II of the same act calls for making library resources, textbooks, and other instructional materials available to private as well as public school students.

In order that special educational services be made available to nonpublic school students during the regular school day, some relaxation of the present rigid interpretation of the legality of "shared time" is desirable. The Governor of the State of Missouri proposed a measure during the recent Special Session of the General Assembly which would allow private school students to attend public schools for special classes. The measure died in the Senate Education Committee. We believe the measure is needed.

RECOMMENDATION II-10

(1) The provision of Senate Bill No. 6, as presented to the Second Extra Session of the 73rd General Assembly, should be adopted. This bill would permit nonpublic school children to attend special classes in public schools on a part-time basis. This attendance should be included in total district attendance, for the purposes of state financial support.

It is desirable, for the welfare of the students in both public and private schools, that there be an on-going dialogue between the State Board of Education and authorities of the nonpublic schools. Such a dialogue is preferable to state supervision. Through discussion and mutual efforts, ways and means can be devised by which the total educational program in the state may be improved.

RECOMMENDATION II-10

(2) The State Board of Education should initiate a continuing dialogue with private school authorities in the state concerning ways and means of improving education throughout the state.

Interstate Relations

With the formation in 1965 of the Compact for Education, interstate cooperation will become increasingly important to the improvement of the states' role in education. The purposes of the Educational Commission of the States, which developed from the Compact proposed by Dr. James B. Conant,[11] are to provide a clearinghouse for information and, where it seems desirable, to suggest alternative policy proposals.

We believe that the commission will serve an important purpose in stimulating state initiative and in preserving a decentralized educational system.

RECOMMENDATION II-11

The General Assembly of the State of Missouri should adopt legislation providing for Missouri's membership in the Educational Commission of the States.

Mutual Interests in Missouri Education

The State Department of Education and the institutions of higher learning, in Missouri as in other states, depend upon each other. Higher education requires a flow of students who have acquired an appetite for learning and who have mastered the skills of learning. Elementary and secondary education look to the universities as places where students may pursue the academic interests which have developed in the schools. Furthermore, the state educational authorities depend upon the universities and colleges for a flow of teachers and administrators, for the knowledge which forms the curricula of the schools, and for knowledge about teaching methods and organizational procedures.

In Missouri, the State Department of Education and the State Commission for Higher Education have another mutual interest which results from State Department of Education authority over the development of junior colleges. Close working relationships are necessary if the higher education sector is to grow as an integrated system of institutions with a minimum of overlap in meeting the needs of the population of the state.

Relationships between the State Department of Education and the School of Education of the University of Missouri at Columbia have, over the years, been intimate. The university has helped the State Department of Education in many ways—by research activities, field studies, and by the training of educational leaders. On the other hand, much of the responsibility of preparing teachers for the state has been borne by the state colleges.

As the task of keeping education in Missouri abreast of the times is increasingly accepted, an even stronger dependence upon the state colleges is needed. They perform a vital function in preparing teachers and must be given adequate support. Furthermore, some of the service activities required in the improvement of education can be carried out by these institutions on a regional basis. Research, training, service, and the dissemination of information from the universities continue to be important. The relationship of the State Department of Education with the University of Missouri at Columbia is a healthy one and should be constantly cultivated.

The other great universities in Missouri, including two major private institutions in St. Louis, can also make an important contribution to education in the state. Even with the interest of the University of Missouri at Columbia in the educational problems of the metropolitan centers, it is inevitable that much of the in-depth research in urban education will be concentrated in the University of Missouri in Kansas City, the University of Missouri in St. Louis, St. Louis University, and Washington University. All these resources should be used to the utmost to improve Missouri's educational system.

III LOCAL SCHOOL DISTRICTS

This chapter deals with local school government in Missouri; the development of the present system of school district organization, as well as its current status; criteria which school districts should meet if they are to provide adequate educational opportunities at a reasonable cost; and the present Missouri law bearing on the organization of school districts. Changes in the law are proposed.

Local School Government in the United States

In many parts of the nation, the school district was actually the first unit of local government. Citizens of local communities established and operated schools long before there was an effective state educational agency. This local interest and concern for education contributed greatly to the enormous progress this nation has made in the expansion of educational opportunities.

Since the late 1940's there has been a national trend toward consolidating school districts into larger and more effective educational units. Although the total number of school districts in the United States decreased from 71,000 in 1951-52 to 29,000 in 1964-65, there are still thousands of school districts in many states which are financially inefficient and educationally inadequate.[1]

The various states reorganized their school districts differently and have met with varying degrees of success. Most states in the Southern and Western parts of the country have enacted strong legislation to establish more effective units of local educational government. For example, in 1956, Nevada dissolved her 207 school districts and reorganized her educational system into 17 county districts. Other states, particularly those in the Midwestern and Northeastern parts of the nation, relied primarily on local initiative in developing better patterns of organization. These states still have more school districts than economic efficiency and educational effectiveness justify. The figures are shown in the table that follows:

Table III-1 **Number of School Districts in Selected Midwest States (1964-65)**

State	Number of Districts
Illinois	1,390
Indiana	507
Iowa	1,075
Kansas	1,775
Michigan	1,302
Minnesota	1,500
Nebraska	2,700
Oklahoma	1,114

Source: J. Alan Thomas and C. Philip Kearney, "State Public School Systems," in *The Book of the States 1966-67*. Chicago: The Council of State Governments, 1966, p. 287.

During the school year 1964-65, Missouri had 1,200 districts; by July 1, 1966, the number had declined to 909. By way of contrast, the states bordering Missouri on the south had fewer districts as shown in the following table:

Table III-2 **Number of School Districts in Selected Border States (1964-65)**

State	Number of Districts
Arkansas	412
Kentucky	204
Tennessee	152

Source: Thomas and Kearney, *The Book of the States, 1966-67*, p. 287.

Community participation in decisions on school district reorganization generally leads to better local acceptance of newly formed districts. However, reliance on local initiative too frequently results in refusal to take action which would be unpopular in the short run, but which would, over a period of years, be accepted as the better educational policy. Reliance on local initiative for school district reorganization often leads to bitter antagonisms which could be eliminated by more positive state action.

State boards of education must take a forceful position regarding the reorganization and consolidation of school districts because:

(1) Large amounts of state funds are provided as grants-in-aid to local school districts. Some of this money is used to subsidize inefficient school systems. Gross inefficiency in the expenditure of state money is a cost that states cannot afford.

(2) Education is not entirely a local responsibility, since students who are educated in one community often go elsewhere to live and work. It is therefore essential for the well-being of the student and the state (and even the entire nation) that young people be provided with high quality education, no matter where they live. Only in very exceptional circumstances can small high schools provide the type of education which will prepare young people for life and work in our complex and highly technological society.

Development and Present Status of School District Organization in Missouri

From 1835 to 1853, the township was the unit for school organization. In 1853, the legislature modified the law to permit the formation of as many as four school districts within a township.

In 1866, the General Assembly passed an act which attempted to provide a more centralized educational system. This act re-established the township as the administrative unit for providing educational programs, and required strong leadership from the county superintendents of schools. However, Missouri was not ready for this type of organization which was described as "too theoretical and centralized to receive the support of the people."[2] Accordingly, in 1874 the township plan of organization was abandoned, and the present system of independent school districts established. The total number of school districts then increased rapidly, reaching a total of about 10,000 in 1910. In 1913, the Buford-Cooly Consolidation Law permitted the combining of school districts. Despite this legislation, there were still 8,422 local school districts in Missouri during the school year 1947-48.

The Missouri School District Reorganization Law, enacted in 1947, became effective on July 18, 1948. Within 90 days thereafter, each of the counties established a county board of education to study, prepare, and present proposed plans of district reorganization to the voters.[3] By the close of the school year 1956-57, the number of districts had been reduced to 2,890. A further reduction to 1,025 districts occurred by June 30, 1965, and as already indicated, there were 909 districts by July 1, 1966.

The progress made in school district reorganization in Missouri cannot be measured in terms of number of school districts alone. Past progress has consisted mainly of reducing the number of elementary three-director districts (which are, by and large, rural school districts). The number of high school districts decreased at a much slower rate. (See Table III-3.) *The greatest organizational deficiency at this time is the lack of comprehensive high schools for many young people of rural and suburban Missouri.*

Table III-3 **Trend in Number of School Districts in Missouri (1948-66)**

Date	High School Districts	Elementary Six-Director Districts	Elementary Three Director Districts	Total
July 1, 1948	686	223	7,513	8,422
July 1, 1966	489	142	278*	909

Source: Missouri State Department of Education.

Geographically, progress in school district reorganization has been uneven. Two counties (Knox and Schuyler) have been reorganized into single school districts. On the other hand, there are several counties which have shown little or no progress toward school district consolidation. Some examples are shown in the following table:

Table III-4 **Five Missouri Counties Where School District Consolidation Has Not Progressed (July 1, 1965)**

County	Number of Pupils Enrolled on July 1, 1965	Number of Districts		
		Total	Common School Districts	High School Districts
Cass	9,510	35	27	8
Henry	3,692	23	18	5
Laclede	4,337	32	30	2
Perry	1,769	23	22	1
Saline	4,548	23	18	5

Source: Missouri State Department of Education.

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*Of the 278 Elementary Three-Director Districts, 136 do not operate schools. Although they are organized as school districts and have boards of directors, their schools are closed and their pupils attend classes in neighboring districts. A tuition charge for each pupil is paid to the receiving district by the nonoperating district.

Further progress in the reorganization and consolidation of school districts in the suburban areas of St. Louis and Kansas City is urgently needed. The presence of small, financially inadequate districts in these centers of population is an anachronism the state can ill afford. While transportation problems may be the reason for the persistence of the small, inefficient high school in rural areas, this reason does not exist in the metropolitan centers. Some extreme cases of small high school enrollment are shown in Table III-5. High school enrollment in these school districts fails to meet minimum standards of adequacy for a comprehensive educational program. Dr. James B. Conant, in his report on American high schools, stated, "I early became convinced that a high school must have a graduating class of at least one hundred to function adequately as a comprehensive school."[4]

Table III-5

Small School Districts in the Kansas City
and St. Louis Metropolitan Areas
July 1, 1966

County	District	High School Enrollment
Kansas City Area		
Jackson	Grain Valley	156
	Oak Grove	220
	Lone Jack	85
Clay	Kearney	215
	Smithville	222
St. Louis Area		
St. Louis	Kinloch	295
	Valley Park	223
St. Charles	R-V	305

Source: Missouri State Department of Education.

In Clay County in the Kansas City metropolitan area, there were five high school districts, three 6-director elementary districts, and *eighteen* 3-director elementary districts on July 1, 1966. This was altogether too many.

How Large Should a School District Be?

The need is urgent to define the characteristics of adequate school district organization. The "ideal" size of a school district depends on the assumptions chosen. We make the five following assumptions:

(1) A school district should be large enough to provide competent leadership at reasonable cost.

(2) A school district should be large enough to provide a complete educational program, including a *comprehensive* secondary school.

(3) A school district should be large enough to avoid the waste which is associated with very small operations.

(4) If possible, a school district should have a tax base which permits it to provide an adequate share of total costs out of local revenue.

(5) A school district should be small enough in terms of population and geographic area to permit school administrators and school boards to maintain communication with the community.

These five assumptions require further exploration.

Leadership

Although state and Federal governments assume some responsibility for providing educational leadership, the key roles are still those of the local superintendents and school board members. The superintendents of schools, through their selection of teachers and through the influence they exert on the operation of the schools, determine the curriculum and the teaching methods which will be followed. Policy recommendations by school superintendents set the direction for the nation's schools.

The development of school districts of adequate size enables boards of education to attract better qualified educational leaders, to pay higher salaries, and to provide their superintendents with financial support for study and other forms of in-service training. Superintendents of adequately organized districts can also expect to be accorded the status and the decision-making authority which are commensurate with their positions.

Board membership also becomes more meaningful when school districts are of adequate size. Furthermore, larger districts can draw upon a larger pool of competent and interested citizens. This does not necessarily mean that larger communities always have better school boards. However, where school districts are excessively small, there are frequently too few competent lay people to provide high quality leadership.

Adequate school district organization is, then, a prerequisite for obtaining strong professional and lay leadership. Poorly organized districts, which offer an inadequate program and which do not have adequate finances to meet their obligations, tend also to be wasteful of money used for superintendents' salaries. A comparison of two counties, Cape Girardeau and Cass, provide a specific example. One county is organized into four school districts, and the other is largely unorganized. Although the counties have comparable pupil populations, one spends more than twice as much per pupil as the other for superintendents' salaries, as shown in the following table.

Table III-6 **Example of the Effect of School District Organization on Superintendents' Salaries Per Pupil**

County	Enrollment	Total Salaries of Superintendents	Superintendents' Salaries Per Pupil
Cape Girardeau	8,123	$40,200	$4.94
Cass	9,510	$74,300	$7.81

Source: These calculations were made from statistics provided by the Missouri State Department of Education.

Table III-7 that follows extends the analysis of Table III-6 for all school districts of less than 10,000 pupil population in the state.

Table III-7 **Relationship Between School Enrollment by County, School District Organization, and Per Pupil Cost for Combined Salaries of Superintendents and Assistant Superintendents Missouri, 1964-65**

		Counties with 1 or 2 High School Districts		Counties with 3 or more High School Districts	
Quarter	Grade 1 to 12 Enrollment	Average Superintendents' Salaries Per Pupil	Number of Counties	Average Superintendents' Salaries Per Pupil	Number of Counties
1st	4,200 to 10,000	$4.51	2	$7.71	23
2nd	2,500 to 4,199	$5.24	2	$12.00	24
3rd	1,805 to 2,499	$6.95	8	$14.81	18
4th	0 to 1,804	$11.16	12	$19.82	13

Source: These calculations were made from statistics provided by the Missouri State Department of Education.

Two facts emerge from Table III-7.

(1) Costs per student for superintendents' salaries are higher in the more sparsely settled counties. This results from the unequal distribution of the state's population, and is beyond the control of policy makers.

(2) Counties containing one or two high school districts spend much less per pupil for superintendents' salaries than do counties with a larger number of districts.

Every high school district, however small, hires its own superintendent, often at a very low salary. The real tragedy is that the presence of many small district superintendencies, each with an inadequate salary, prevents the establishment of smaller numbers of well-paid superintendencies to which the highest caliber leadership talent could be attracted.

One further comment. The larger districts are usually able to afford more than one administrator. These assistant superintendents can perform specialized services and improve the quality of education which the district can provide.

Comprehensive Educational Programs

Each school district should provide an educational program that includes both the elementary and the secondary grades. Comprehensive high schools—in which courses and activities are in keeping with the interests, needs, and abilities of students—should be available to each child in Missouri. According to Dr. James B. Conant,[4] the comprehensive high school is most in keeping with the nation's ideals. A few years ago he said:

> " . . . the American public high school has become an institution which has no counterpart in any other country. With few exceptions, for the most part in large eastern cities, the public high school is expected to provide education for *all* the youth living in a town, city, or district. Such a high school has become known as a 'comprehensive' high school in contrast to the 'specialized' high schools which provide vocational education or which admit on a selective basis and offer only an academic curriculum . . . .
>
> " . . . I believe it accurate to state that a high school accommodating all the youth of a community is typical of American public education. I think it safe to say that the comprehensive high school is characteristic of our society and further that it

has come into being because of our economic history and our devotion to the ideals of equality of opportunity and equality of status."

A comprehensive high school should be large enough to offer a broad variety of courses—some adapted to the needs of students who will go on to college; others (including technical and vocational subjects) suitable to the needs of students not bound for college.

A comprehensive high school should also be large enough to avoid requiring teachers to teach outside the field in which they are prepared. In these days of expanding knowledge, a teacher of mathematics or French, for example, or of any other special disciplinary field, should have an adequate depth of preparation in that field. Furthermore, comprehensive high schools should be large enough to permit the hiring of counselors and administrators who have specialized training.

Economy

Good government is intolerant of waste. The waste which characterizes inefficient school districts should not be permitted.

One form of waste results from small-scale purchasing of goods and supplies. It is sometimes desirable to enlarge school districts even if attendance lines remain unchanged in order to obtain the economies associated with large-scale purchasing. On occasion, cooperative purchasing by neighboring school districts might be used to obtain the same effect.

Another cause of waste is poor business management. Large school districts can afford the services of competent business managers reporting to the superintendent who can save many times their own salary by introducing experience and efficiency into the expenditure of public funds. Good business management, without duplicating administrative lines, has paid off well in many school districts.

Probably the largest cause of inefficiency and waste in small school districts results from low pupil-teacher ratios. While larger high schools will average about 20 students per teacher, small high schools typically may have a smaller number of students per teacher. The resulting waste means that less education can be purchased with the tax dollar, teachers' salaries are lower, and the community is less able to obtain competent teachers. Even when pupil costs are no greater in small schools than in large ones, the student in the small school may be short-changed, due to the hiring of teachers with lower qualifications and the providing of a bare minimum of educational services.

An example of wastefulness is that of Vernon County, which contains seven high school districts with a total average daily attendance of 1,044. The seven superintendents' salaries amount to $49,800 (or only about $7,000 per man, on the average), and the per pupil cost of the superintendent's salary is $47.70. Table III-8 shows the number of teachers, students, and per pupil ratio in each high school district in the county.

Table III-8

Pupil-Teacher Ratios in High School Districts in Vernon County

District	Number of Teachers in High School	Total High School Enrollment	Pupil-Teacher Ratio
Bronaugh	10	117	11.7
Metz	7	61	8.7
Nevada	35	655	18.7
Richards	6	23	3.8
Schell City	6	54	9.0
Sheldon	6	76	12.7
Walker	7	112	16.0
Total:	77	1098	14.2 (Average)

Source: These calculations were made from statistics provided by the Missouri State Department of Education.

If the high school pupils in Vernon County attended a single high school (distances are small enough to make this practical), and if a pupil-teacher ratio of 18 were established, only 61 teachers would be needed—16 fewer than are presently employed. The additional money could be used to strengthen the program and to increase teachers' salaries. (The *average* salaries in the county are $5,099 for high school and $4,481 for elementary teachers—hardly enough to attract and retain well-trained personnel, in view of the higher salaries paid elsewhere.)

Adequate Tax Base

Small school districts differ greatly in the property valuation behind each child. Larger districts would decrease the variation. At the extreme limit, if the state consisted of only one school district, the valuation behind each child would be the same and educational opportunities would be more nearly uniform.

At present, some districts have a tax base which is adequate to enable a substantial local contribution to the educational program. Other districts have so low a tax base that they can only make a token contribution, even if their tax rate is quite high. These variations characterize both rural and urban areas. The two large metropolitan areas of Missouri, for example, contain districts of very high and very low assessed value per student. Among the high school districts in the Kansas City area, the assessed value per resident pupil in Jackson County ranges from $3,982 to $11,535. In St. Louis County the range is even wider, from $3,298 to $37,536 per resident pupil. Consequently, educational opportunity available to students varies greatly within the confines of each metropolitan area.

In establishing standards for school district organization, the state should therefore take into consideration the local tax base. All real property in the state should be included in some school district which provides *both* elementary and secondary education (not only elementary education). This will increase the total property base for the support of high schools inasmuch as some school districts offer only elementary school programs at the present time and are sending their high school students to other districts on a "tuition" basis. Indeed, some school districts do not provide any educational services at all. Their tax rate, which is usually very low, is used only for the purpose of paying tuition for their children to attend school in another district. Whenever possible, "islands" of very low assessment per pupil should be eliminated.

Closeness to the Public

School districts should not be so large in area or population that school administrators lose touch with the public, or the schools cease to be sensitive to public demands. In many large cities school districts have taken steps to decentralize their administrative procedures in order to be closer to students and parents.

In light of the foregoing discussion, we make the following recommendations.

RECOMMENDATION III-1

The General Assembly of the State of Missouri should adopt legislation requiring the State Board of Education to develop a state master plan for school district organization. The master plan should take into consideration differences in terrain, population density, and road conditions throughout the state. The plan should take into consideration the characteristics of adequate school district organization as outlined in this report.

County boundaries should not receive undue consideration in the formulation of the master plan. In some cases, school districts comprising all or a part of a given county will be appropriate. In other cases, all or part of more than one county may be the best geographic area for a given school district. The following are proposed as minimum standards for reorganization:

(1) The provision of both elementary and secondary education should be a function of every school district in Missouri.

(2) No school district in urban or suburban areas of the state should have fewer than 1,000 students in Grades 9 through 12; 1,500 is a preferred figure.

(3) No school district in rural areas should have fewer than 500 students in Grades 9 through 12; 750 students is a preferred figure.

(4) An essential criterion for the organization of school districts should be the reduction of disparities in the assessed valuation of property behind each child.

State Legal Provisions for School District Organization in Missouri

The Missouri School District Reorganization Law of 1948 assigned responsibility for developing plans for improved school district organization to the county boards of education.[5] The plans developed by the county boards are submitted to the State Board of Education which may approve or disapprove them in whole or in part. If the State Board of Education disapproves a plan, in whole or in part, it is required to notify the county board of its action. The latter has sixty days to review the rejected plan or parts thereof, make changes, and resubmit the plan. If the State Board of Education again disapproves the plan, the county board may submit its own plan to the electorate, provided each proposed district has at least 200 pupils in average daily attendance for the preceding year, or comprises at least one hundred square miles in area.[6]

This procedure places the initiative with the county boards of education. In some cases, they have discharged their duties with courage and devotion. The result is that certain counties of the state have been reorganized around one or two comprehensive high schools. In many cases, the county boards of education have not been able to perform the task of adequately reorganizing the school districts in their counties.

Under present legislation, the State Board of Education can react to proposals of the county boards of education, but cannot initiate its own proposals. The State Board of Education cannot even disallow a plan which it deems inadequate, since after two refusals by the State Board of Education the county board may submit its own plan to the electorate. (The minimum requirement —200 pupils *or* one hundred square miles in area—is completely inadequate as a measure of the ability to offer an educational program of high quality.) Therefore, the State Board of Education and the State Department of Education must, under present legislation, tolerate the existence of economically inefficient and educationally inadequate school districts.

Against this general background we recommend that increased authority for school district reorganization be vested with the State Board of Education, as follows:

RECOMMENDATION III-2

Sections 162.111 through 162.191 of the Missouri School Laws should be repealed. In accordance with the master plan proposed in Recommendation III-1, the State Board of Education should be required by statute to present a proposal for school district organization to the electorate in whatever parts of the state it considers reorganization necessary. In actuality this recommendation calls for the elimination of county boards of education in Missouri.

The State Department of Education should take an active part in elections for school district reorganization by providing information and explaining the merits of proposed plans. State financial incentives for school district reorganization would provide an additional inducement for districts to accept the proposals.

Section 162.221 of the Missouri School Laws provides that 25 voters in any six-director district may file a petition with the county superintendent of schools, calling for the formation of a new six-director district. As this legislation operates, it permits a larger district to swallow a smaller district, even if the voters in the latter disapprove. We favor retaining the right to petition but suggest that the petition be to the State Board of Education rather than to the county superintendent. (We will recommend, in Chapter IV, that the latter office be abolished.)

RECOMMENDATION III-3

Section 162.221 of the Missouri School Laws should be replaced by legislation permitting 25 or more registered voters in any six-director school district to petition the State Board of Education, asking for a hearing on a question of school district boundaries. Upon receipt of the petition, the State Board of Education would obtain background material from the State Department of Education, and, if the petition is justified, schedule a hearing.

There are two other procedures by which school district organization may take place, and we approve of both of them where appropriate. First, Section 162.421 of the Missouri School Laws provides that the extension of the limits of a city or town automatically extends the boundaries of the school district to the same extent. This does not apply to the large cities of the state. Second, Section 162.441 of the Missouri School Laws permits a common school district or a six-director school district to become a part of an adjoining six-director school district, by a process of annexation. Through this procedure inhabitants of a district on the outskirts of a town or city may become a part of the city's school system.

This chapter closes with a brief discussion of two problems which are faced in St. Louis and Kansas City. (1) The administrative organization of the St. Louis School District, and (2) the method of electing board members in Kansas City.

It is a basic principle of public administration that there should be a single executive head of an agency or branch of government. In school districts, this person is the superintendent. Professor Van Miller[7], of the University of Illinois, discusses the principle as follows:

> "When there is a single executive, there is a place where 'the buck stops.' Matters can be settled one way or another, and the chief executive must work with those involved to get them settled. This basic connecting point ties the whole organization together and also gives it a point of relationship to the community and to other organizations that make it possible for any member of the organization to follow through and trace communications between the organization and its environment. It is thus possible to determine where the implementation of a decision has faltered or broken down. It is thus possible to seek a hearing on a grievance and to know that finally it will be settled one way or another within the organization."

Multiple control of school affairs was at one time common throughout the nation. It was sometimes associated with some of the worst features of city government, including the distribution of patronage. As the reform of educational government proceeded, most cities adopted the principle that there should be a single executive in charge of the school system. St. Louis adopted this principle by school board action, but Section 162.591 of the Missouri School Laws still provides for four executive offices: the superintendent of public instruction, commissioner of school buildings, secretary-treasurer, and auditor. It is only reasonable, in view of the importance of this issue, that the General Assembly should correct this situation.

RECOMMENDATION III-4

The General Assembly of the State of Missouri should amend Section 162.591 of the Missouri School Laws, to provide for the appointment of a single chief executive by the St. Louis City Board of Education.

Members of city school boards are selected in many different ways throughout the nation. They may be elected, or appointed by the mayor. Elected board members are nominated by various means. The most common method of presenting school board candidates to the public is by petition. Other methods are announcement of candidacy, primary elections, caucus,[8] and, in Kansas City, Missouri, nomination by political parties.

In Kansas City the practice is that the two parties cross-endorse each other's candidates, so that the six-member board always includes three Democrats and three Republicans. Nomination by political parties and cross-endorsement deprives the voters of an opportunity to participate in the selection of school board members, and removes policy issues from the control of the electorate. Furthermore, undue emphasis is placed on political party membership, often resulting in the selection of a school board equally divided on issues which have an ideological aspect. (Although a candidate may also be nominated by petition, this practice has been employed only once since this option was provided by statute in 1945.)

We believe that it is essential to provide the electorate with some control over school policy and that it is not desirable for partisan politics to play such an important role in the selection of school board members.

RECOMMENDATION III-5

The State of Missouri should revise Section 162.491 of the Missouri School Laws to require nomination by petition or by some other local nonpartisan process, rather than by the political parties, for candidates for the Kansas City School Board.

It is the purpose of a state educational system to provide as nearly as possible equal educational opportunity throughout the state. Financial and organizational provisions should be directed toward this end. We have made recommendations in Chapter VI which would lead to improving the minimum levels of opportunity for Missouri's youth.

The principle of local autonomy exercised by school districts is often used to deny, rather than to improve the equality of opportunity which is our goal. Throughout the nation, school district boundaries are often used as devices to educate Negro and other minority group children in separate schools, thus bypassing state and national requirements that schools be integrated. This complex problem is outside the scope of this report. However, a master plan for school district organization must recognize the problem. One criterion of the plan should be to enlarge opportunities for all, rather than to deny them for a minority of the population.

IV INTERMEDIATE EDUCATIONAL AGENCIES

A school system must be organized to offer the necessary education at a reasonable cost within the community's ability to pay for it.

The basic unit through which education is offered is the local school district. If districts are too small, they waste money and they cannot provide the variety of necessary services. Furthermore, educational quality suffers since courses are often taught by teachers who do not have adequate preparation for the specific subjects they teach. For these reasons we recommended that organization of school districts in Missouri should offer the kinds of education needed to prepare children for social, political, and vocational life in today's world, and that school districts be large enough to maintain these programs efficiently and economically.

Only the largest districts can offer some kinds of services without placing an excessive burden on the taxpayer. These services include classes for gifted and handicapped children, supervisory and consultative services for teachers, and a variety of educational, technological, and other materials. Some states provide such services through interdistrict sharing of their cost. The possibility that Missouri may adopt a procedure involving such interdistrict sharing will be explored in this chapter.

The governmental structure through which shared services are provided is called an "intermediate unit." These intermediate units are established in a variety of ways.

They do not remove the need for reorganizing local school districts. However, it is necessary to consider the services which most local districts cannot provide, and to ascertain means for offering them.

Intermediate Educational Units

For many years, in Missouri and other states, the county was an important intermediate unit of school government. Missouri took its first step toward county school government in 1853 by establishing the office of County Commissioner of Common Schools, whose duties included granting teachers' certificates and supervising schools. The laws of 1866, commonly known as the Parker Laws (after the State Superintendent, T. A. Parker), gave much of the responsibility for supervising and improving the schools of the state to the various County Superintendents of Schools, who were elected officials. They were to have broad supervisory power over the county schools and were to be the educational leaders on the county level. One of the superintendent's duties was to hold two teacher institutes in his county each year.

As the number of school districts in a county increased, the position of County Superintendent of Schools began to involve administrative as well as supervisory responsibilities, and the county became an important educational agency. When, in 1842, the first state appropriation for school support in Missouri was made, funds were to be apportioned annually by the state superintendent to the counties in proportion to the number of children of school age enumerated in each local school district.

Under present Missouri school statutes, the county superintendent is still required to exercise leadership and supervisory functions over the schools which do not have their own superintendent. He performs certain administrative tasks, such as supervising transportation, providing statistical reports to the State Board of Education, taking a census of handicapped children, maintaining a census of school-age children in a county, and distributing to local school officials the blank forms submitted by the State Board of Education.

Over the years, the need for many of these functions has disappeared. As school districts were reorganized into larger districts which employed their own superintendent, the county superintendent's supervisory role disappeared. The State Board of Education and the State Department of Education were able to deal directly with smaller numbers of local districts, so that the administrative function of the county superintendent also became unnecessary. The county superintendency became a relic of the past and the county superintendent became a man without a set of duties to perform.

The establishment in 1948 of county boards of education helped to make the position of county superintendent obsolete. County boards were formed throughout the state and given the responsibility for developing plans for school district reorganization. In spite of well-entrenched opposition, county boards in many counties provided competent and courageous leadership to bring about the formation of efficient local districts, which in turn obtained the services of well-trained superintendents. In a few counties, localism has persisted, and some small three-director common school districts remain. County superintendents continue to provide some essential supervisory and administrative services to these districts.

In summary, the county as a unit of educational government in Missouri has outlived its purpose. The county boards of education have probably done all they can to bring about school district reorganization. In Chapter III we recommend that the county boards be abolished. The office of County Superintendent of Schools, despite its long and honorable contribution to Missouri education, is also largely obsolete, and should be abolished.*

RECOMMENDATION IV-1

> The State of Missouri should abolish the office of County Superintendent of Schools. Such a move may take place over a period of two or three years, as the recommendations concerning the reorganization of school districts are implemented.

As previously pointed out, some types of educational opportunities can be offered only in larger school systems. However, while a well-organized district may be able to provide a complete range of services for the majority of its students, there may be difficulties in providing the opportunities which are needed by exceptional students—the very gifted and the physically or mentally handicapped. Also, a school district may be able to hire a full complement of teachers but not be able to obtain consultants and supervisors to improve the work of the classroom teachers.

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*The office of county superintendent has already been abolished in 26 counties; there are now an additional 53 counties wherein, under the provisions of the Missouri School Laws, Section 179.210, the county court may submit to the voters in the next primary election the question of whether the office should be retained or abolished. In 13 of these 53 counties, the office is now vacant.

In December 1957, the voters of St. Louis County, Missouri, recognizing the growing and imperative educational needs of handicapped children, created a new school district, entitled "The Special District for the Education and Training of Handicapped Children of St. Louis County, Missouri," (Section 178.640 of the Missouri School Laws permits the formation of special districts for the education of handicapped children.) This special district enables more and better service to be given to a much larger number of handicapped children than would have been otherwise possible or financially feasible.

By 1965, because of the recognized need for better vocational education programs, The Special District for the Education and Training of Handicapped Children of St. Louis County, Missouri, became The Special School District of St. Louis County, Missouri. Under Section 178.765 of the Missouri School Laws, the reorganized Special School District was permitted to organize and operate a vocational education program as well as to continue the program for the education and training of handicapped children. In addition to operating schools, the district has constructed a number of buildings and has others under way.

For other cooperative efforts, an organization called The Cooperating School Districts of the St. Louis Suburban District was established to furnish a number of services of which the most important and expensive is that of providing visual education materials and delivery service to all St. Louis County public schools.

The cooperative efforts in St. Louis County are in the direction of county-wide equalization. The Special District is financed by a direct property tax of 25¢ per $100 of assessed valuation across the county (this includes funds for capital outlay). The items on the budget of the cooperating school districts are financed by the participating districts, half on the basis of assessed valuation and half on the basis of enrollment, thus again helping the less wealthy districts.[1]

There are other ways of providing services on a shared basis for a number of school districts. The Appendix contains a memorandum showing how California, Illinois, New York, and Wisconsin, for example, have used the "intermediate unit" to provide shared services in combined areas.

In Missouri there are many ingredients of high quality education which cannot be offered adequately in school districts of fewer than 10,000 students. In addition to those for atypical children, assistance and supervision for teachers, and audio-visual and similar services, there is a growing need for expanded vocational education and for special services of consultants, supervisors, and curriculum specialists.

A brief description follows of some of the special services which can be provided more efficiently by intermediate units, each of which should serve a relatively large geographic area and a population of at least 10,000 students.

Programs for Gifted Children

Many students of high potential are never fully challenged in elementary or high schools. Schools often fail to recognize these students. Furthermore, even where their ability is recognized, the curricula and teaching methods are often more appropriate for children of average or below average ability. Many children then never develop their talents fully, which is a loss to themselves and to society.

It is therefore essential that attention be given to the education of the highly-gifted young people in Missouri's schools. Some larger school districts (and some states) have developed special programs for gifted children. However, it is impossible for most school districts in Missouri to provide the special curricula, special facilities, trained teachers, and counselors which these programs require. An intermediate district serving a relatively large population is in a better position to provide such programs.

Programs for Handicapped Children

Children with physical or mental handicaps are found in all states. To provide them with appropriate training or education requires specially developed programs, specially trained teachers, and a full complement of medical and psychiatric services.

Missouri has made a good beginning in providing, through state law, special classes for handicapped children, home instruction, and state schools for children who are blind, deaf, or mentally retarded.* The Special School District of St. Louis County provides an outstanding program for handicapped children residing in that area.

The scope of this survey does not permit a depth study of Missouri's provision of services for handicapped children. However, we see much merit in the organization of The Special School District of St. Louis County, and believe that this or some other type of intermediate district organization may be appropriate for the education and training of handicapped children in other parts of the state.

Vocational Education

Until recently, vocational and technical education in Missouri—at the secondary and higher education levels—have been quite inadequate. Provisions for vocational education are now being expanded, and area vocational schools are either in operation or are being planned in several parts of the state. Governor Hearnes has expressed a great interest in the improvement of vocational education and has appointed Professor J. Chester Swanson of the University of California to study the situation in Missouri. We have, therefore, limited our comments concerning the organization and financing of vocational education.

We believe that vocational education should be carried on as much as possible in a comprehensive high school or be closely related to such a school, and not be conducted in separate vocational institutions. Post-high school vocational and technical education is best served by associating it with a junior college. The duplication of course offerings in separate institutions is costly and educationally undesirable. Vocational education could be one of the functions of intermediate educational units. The acceptance by The Special School District of St. Louis County of responsibility for vocational education is a development worth watching, although we consider it inadvisable for new vocational schools in St. Louis County to become institutions which enroll students fulltime.

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*The Commissioner of Education reported that for the school year 1965-66, there were 57 training centers for retarded children providing opportunities for 1,350 children.

Consultants, Supervisors, and Curriculum Specialists

One advantage of larger school districts is that they can afford to hire at a low per unit cost a number of specialists whose skill and knowledge can be used to improve efficiency.

School districts of the size we have recommended would be able to afford to hire teachers who specialize in the subject they teach. However, some kinds of specialists can be afforded only on a regional basis. These specialists may include elementary school art supervisors, reading consultants, and curriculum specialists who possess knowledge of a subject or a type of teaching skill that can be used to improve the efficiency of other teachers.

With the help of federal funds, Missouri already employs experts in home economics and industrial arts on a regional basis. This practice could be extended and the intermediate districts could employ other specialists for area schools.

Continuing Education for Teachers

Sweeping changes in curricula, in teaching methods, and in organization are now being made throughout the country. Teachers and educational administrators must keep up with such changes in their profession.

Professional people in a wide variety of fields engage in a lifelong process of continuing and updating their own education. However, education is usually less systematic in insisting that teachers and administrators keep up-to-date in professional knowledge and skills. To be sure, many educators attend summer school, but this is not enough. Summer school courses are not always directed toward developing needed competencies. Furthermore, many teachers and administrators, having obtained a college degree or a teaching certificate, never attend summer school or other university courses. Although the Missouri State Department of Education holds periodic meetings of administrators, these sessions are largely devoted to the task of passing on information rather than upgrading the professional abilities.

Many newly trained teachers are up-to-date in their knowledge and practice, and districts which have well-trained beginning teachers may be able to adopt modern practices. However, many school districts urgently need "in-service" training for the improvement of educational practice. A few programs are already operating in

Missouri—among the best are the institutes operated and financed under the provisions of the National Defense Education Act for the improvement of competence in teaching mathematics, science, and foreign languages.

We believe that the intermediate educational unit should provide opportunities for continuing education for teachers, including workshops in cooperation with the regional state college, and interschool visitation among schools in the area and elsewhere.

Instructional Materials Centers

One characteristic of modern education is its increasing use of specialized books and teaching materials, as well as the newer media—radio, television, and more recently, the computer.

It is unrealistic to expect each district in the state to purchase an adequate quantity and variety of instructional materials with its own resources. The goal of providing adequate libraries in every elementary and high school in Missouri can be attained more quickly and economically if districts are provided with professional skills required for book selection, purchasing, and cataloging. Audio-visual materials—records, filmstrips, and films—can be provided in greater variety if purchasing and storing are carried out through a regional office. These are only two examples of ways in which an intermediate unit can help provide schools with the instructional materials which they require.

Educational Television

Modern technology promises to bring about changes in education which will permit great improvements in the quality of instruction at costs which are not beyond the nation's resources. Computers will permit a greater degree of individualized instruction than teachers can provide, except when classes are very small. Educational television is another tool which, if competently used, should result in increased productivity for Missouri's schools.

We believe that intermediate educational units may, in some cases, be able to develop regional television programs or utilize computers in a manner suited to students' needs in various parts of the state. The state colleges and teachers and administrators of the area should be involved in planning and carrying out these programs.

Summary

(1) There are some services, essential for a modern educational system, which local school districts cannot provide efficiently and economically. In order to obtain high quality education at a reasonable cost, Missouri should therefore consider the advantages which the intermediate unit can offer.

(2) The intermediate unit *is not a substitute* for adequate school district organization. The local school district, organized around a comprehensive high school, should be the key unit of educational government in Missouri.

(3) There is no one *best* kind of intermediate unit. In fact, Missouri offers such a variety of problems that more than one type of intermediate unit may be desirable in this state.

RECOMMENDATION IV-2

The State of Missouri should provide legislation permitting the formation of governmental units for the provision of services such as: special programs for atypical children, supervisory and consultative services, centers for improving library and audio-visual capabilities, and instructional improvement. Rather than a single type of unit, we recommend:

(1) There be provided permissive authority for the establishment in at least one nonmetropolitan area of Missouri a cooperative service district. This district should have a population of at least 10,000 students and should include one of the state colleges within its boundaries. The board of the cooperative service district should be elected by the boards of the component school districts and should be empowered to select a director and to levy taxes on the property in the area served.

(2) There be established in one nonmetropolitan area of Missouri a regional office of the State Department of Education which would offer the same types of services as those provided by the cooperative service districts.

(3) Suburban Kansas City consider the establishment of a special education district, having similar responsibilities to those of The Special School District of St. Louis County.

V JUNIOR COLLEGE DISTRICTS

Missouri's junior colleges provide educational opportunity within commuting distance for more than three-fourths of the high school graduates in Missouri. This is a record of which to be proud. The outstanding development of the St. Louis Junior College District has attracted attention from all parts of the nation and other districts, recently formed, also have a potential for excellence. The fine records achieved by junior college graduates in business, industry, and continued university education are credits to the excellent teaching and well qualified faculties. The foundation is sound and the way is open for continued improvement.

The further development of junior colleges in Missouri has encouraging support. The overwhelming favorable majorities in the recent bond elections in the St. Louis Junior College District and the Kansas City Metropolitan Junior College District show strong approval of educational services offered by junior colleges.

As elsewhere, Missouri should evaluate its junior college program in order to improve it. Evaluation involves a careful and critical examination of the junior colleges, their relationship with other institutions, their accomplishments, their needs, and their future direction. Evaluation requires intensive data collection, careful analysis, and recommendation for improvement.

Function

Some of the junior college leaders, faculties, and district boards have forward looking concepts on the purposes of the junior colleges. Such functions are usually well described in the catalogs of the various institutions. Missouri's general public, however, seems to have a somewhat more limited view of the responsibilities and opportunities of junior colleges. The field team found, for example, that:

(1) There is no legal definition of the functions of junior colleges.

(2) Technical and occupational education and continuing education, two major functions of community junior colleges, are neither satisfactorily developed nor adequately supported in some parts of the state.

(3) Legislative action was recently taken to change two junior colleges into four-year degree granting institutions, thereby nullifying their original function.

(4) Junior colleges must follow procedures set for and designed for elementary and secondary schools.

(5) The University of Missouri is "accrediting" junior college programs. This constitutes an invasion of the legal responsibility of the State Board of Education.

(6) State financial support has been withheld for certain junior college programs offered on a "noncredit" basis.

If Missouri is to develop an economical and efficient program of post-high school education, the responsibility of the various institutions must be clearly defined. Specifically:

(1) Junior colleges should be built and operated to serve their unique functions and should not be thought of as future bachelor-degree granting institutions.

(2) Universities should not award associate degrees or offer technical programs which are the functions of the junior colleges.

(3) Development of vocational-technical schools should be examined in terms of their relationship to junior colleges.

(4) Wherever possible, duplication of functions among educational institutions should be discouraged.

RECOMMENDATION V-1

The State of Missouri should clarify the role of junior college (a) in occupational education, vocational-technical education, and other areas; (b) in relationship to vocational-technical centers; and (c) in relationship to state universities and colleges.

Missouri has no specific constitutional reference to junior colleges. The laws under which they operate are scattered throughout the educational statutes. The references in Missouri law pertaining to junior colleges should be placed together, clearly stated, and made readily accessible. These laws should deal with the following:

(1) The function of community junior colleges in Missouri.

(2) The establishment of a realistic authority to raise money through taxation. (See Chapter VI.)

(3) The provision of authority to use appropriate procedure for internal operation. For example, throughout the nation, junior college student activity funds are usually administered by the students through their student government organization, and with the assistance of a faculty advisor. Under current Missouri law, such funds cannot be administered by students. Any expenditure of these funds has to be made through the district office—even to the extent of requiring checks drawn against the account to be signed by the district treasurer.

(4) The composition and selection of junior college boards of trustees. As presently constituted, these boards have six members. If there were an odd number, say seven instead of six, the problem of tie votes on critical matters would be eliminated. Trustees are now elected at large or from component school districts. In the latter case, the number of trustees to which each district is entitled depends upon the school-age population of the district (Missouri School Laws, Section 178.820). For example, in Kansas City Metropolitan Junior College District, three of the six-member Board of Trustees are elected from the suburbs and three from the city. Elections for the position of suburban trustee are held in April, and for city trustee in November. If all members were elected at large, members would be chosen on the basis of their capabilities rather than geographical location, and the need for two election dates would be eliminated.

RECOMMENDATION V-2

Attention should be given to revising the Missouri School Laws to:

(1) Place all laws pertaining to the junior colleges in one section, clarifying them where necessary.

(2) Eliminate areas of possible contradiction with laws governing grades 1 through 12.

(3) Increase the membership on junior college boards of trustees to seven, provide for a single election date, and require all trustees to be elected at large from the community college district.

The people of Missouri have demonstrated an enthusiastic interest in the development of community junior colleges. Careful attention must now be given to the development of a statewide plan which will consider the total needs of the state and will establish minimum criteria for new institutions. All proposed new areas should be evaluated in terms of the statewide plan.

The Missouri State Board of Education has authority to prepare a master plan for junior colleges, and the Missouri Commission on Higher Education has been authorized to develop recommendations concerning such a plan in relationship to the total program of higher education in the state. Both agencies should exercise their authority as soon as possible.

RECOMMENDATION V-3

The Missouri State Board of Education should develop a specific junior college district master plan to provide for junior college districts within commuting distance of most of the high school graduates. This master plan should be developed concurrently with a comprehensive plan for higher education in the state, and should include the following elements:

(1) A geographical division of the state designating the number of potential junior college districts which will, insofar as possible, offer opportunity for all Missouri citizens.

(2) The potential enrollment in each designated area of the state.

(3) The responsibility of the junior college districts for the education of freshmen and sophomores in relation to the state colleges and universities.

(4) The responsibility of the junior college districts for occupational education.

(5) The function of the junior college districts for continuing education.

(6) A procedure for extensive local surveys to determine needs and potential.

(7) The way by which each potential district should determine that it is ready to apply for authority to begin operation.

(8) A procedure for continuing evaluation and modification of the master plan when so required.

No new junior college district should be authorized until the plan is completed and approved.

Coordination

The establishment of state coordinating agencies has become an important recent trend. Several states have created a specific agency at the state level for coordinating junior colleges; the majority have created coordinating divisions in their departments of education. In Missouri, the responsibilities assigned by law to the State Board of Education are generally adequate to provide coordination of the junior college districts; however, inadequate staff prevents effective implementation of the law at the present time. For the Junior College Division of the State Department of Education to perform its function effectively, it must:

(1) Have an adequate salary level for its staff in order to attract leadership comparable to that for junior college presidencies and deans in the state.

(2) Provide an adequate staff to carry out the functions of research, accreditation, leadership, and administration.

(3) Retain personnel over a long enough period so that the influence of their leadership may be effective.

RECOMMENDATION V-4

The Director of the Junior College Division in the State Department of Education should be a person:

(1) With an outstanding background of junior college experience and training.

(2) Able to provide guidance, as decisions are made concerning the creation of new junior colleges.

(3) Able to provide for the State Board of Education, and for the lay and professional people of the state, a vision of the potential contribution of the junior colleges.

He should be paid a salary enabling him to deal with the presidents of the junior colleges of the state on an equal basis.

Missouri's junior colleges are a part of the state school system, administered under the direction of the State Board of Education. Many persons have raised a question as to whether this is the best structure inasmuch as the junior colleges are also a part of the state system of higher education.

The nation has no fixed pattern for the control of junior colleges. In some states they are part of the elementary-secondary education system. In Florida, for example, public schools, including nursery schools and kindergartens, elementary and secondary schools and special classes, junior colleges, adult, part-time, vocational, and evening schools, are under the jurisdiction of the Florida State Board of Education. In Illinois, on the other hand, a State Junior College Board has been established, separate from elementary, secondary, and higher education.

We recommend no change at this time in the pattern of junior college control. The present system can work if adequate leadership is provided.

RECOMMENDATION V-5

The present organization and structural arrangements for junior colleges should be given ample opportunity to develop. If, however, by 1970, the leadership function is not being adequately performed by the State Department of Education, Missouri should consider other possible organizational arrangements; for example, the formation of a special state board for junior colleges.

We believe other coordination activities should be considered:

A Council of Junior College Presidents: This group should serve as an advisory body to the state director of junior college education, should review State Board of Education regulations and procedures before they are put into effect, and should make recommendations to the State Board of Education on all matters related to junior college development.

An Academic Affairs Council: Membership in this council should consist of deans or vice presidents as designated by the junior college presidents. The council should report and provide the Council of Junior College Presidents, as well as the state director, recommendations on curriculum development in the junior college districts.

A Liaison Committee on Articulation: The problems involved in the movement from high school to junior college and from junior college to four-year degree programs are substantial. Articulation activities are now largely on an individual institution-to-institution, or even a department-to-department, basis. While valuable, they are insufficient. There are several specific areas which merit attention:

(a) Articulation activities which aid in relating the secondary to the junior college program.

(b) Activities which relate occupational programs which are not in junior colleges to those which are.

(c) Activities which promote smooth transfer of students who complete appropriate associate degrees into the junior class at baccalaureate degree granting institutions.

(d) Activities which encourage the development of sound and competent guidance and counseling programs.

(e) Activities which improve the interrelationship of junior colleges with each other.

Articulation should encourage the development of institutional integrity and experimentation. The interinstitutional activities which aid the smooth transfer of students from one level of the educational system to another should encourage and enhance the individual professional growth and development of each faculty member and each institution.

The Missouri State Commission on Higher Education: The commission has many coordinating responsibilities for each level of post-high school education. The geographic dispersion of the junior colleges makes them available within commuting distance of all parts of the state. The commission should not permit local pressures to turn these junior colleges into four-year institutions. If this happens, the total program of higher education in the state will be weakened.

Working with Business and Industry: Close ties with business and industry, at both state and local levels, should be a top priority.

Accreditation

For a number of years the University of Missouri has accredited the Missouri junior colleges. This procedure tends to imply that junior college faculties should follow University of Missouri leadership in curriculum development. It could weaken the role of the junior college in developing programs of occupational and continuing education.

The 1961 law provides that the Missouri State Board of Education has the responsibility to accredit junior colleges. In other states universities are not responsible for accrediting activities. The legal responsibility in Missouri is placed upon the Missouri State Board of Education. Its accreditation should be accepted by the University of Missouri.

The North Central Association also accredits colleges in Missouri, but does not define what the goals and purposes of an institution should be. Its accreditation procedure involves basically an evaluation of how well an individual institution is achieving its stated goals and purposes.

RECOMMENDATION V-6

Carefully developed criteria should be applied by the staff of the State Department of Education in meeting the legal responsibility of accreditation of junior colleges. Personnel from other junior colleges, from the University of Missouri, and from other institutions of higher education in Missouri should be used in a planned program of committee visitation and evaluation. The University of Missouri should withdraw from evaluating individual faculty members in the junior colleges, suggesting course names, and imposing curriculum patterns. Coordination with the regional accrediting agency, the North Central Association, should be an important part of the state accreditation.

Faculty Development

Little attention has been given to the development of a program for junior college faculty preparation in Missouri. Although recent concern in the St. Louis area for preparing faculty for technical education has attracted a Ford Foundation grant, the participating university is in another state. Missouri's institutions should be involved, with those offering higher degrees working with junior colleges to determine the numbers and qualifications of the faculty needed. Such programs should be "university-wide," and not limited to a single professional or liberal arts department or college.

VI FINANCING EDUCATION IN THE STATE OF MISSOURI

Making adequate provision for a high quality educational program is sound public policy. Recent research shows a high relationship between education and income.[1] Education is a means of reducing unemployment and of attacking the poverty and unemployment cycle characterizing the cities, low-income suburbs, and depressed rural areas. Money spent on education is an investment, providing good rates of return to individuals, corporations, cities, and the state as a whole. The economic progress of Missouri, its attractiveness to industrial development, and the well-being of its citizens depend on good schools.

Federal-State-Local Partnerships in Financing Education

Throughout the country public elementary and secondary schools are financed through a complex pattern of local-state-Federal support which has developed over more than two centuries. Although the state has the major responsibility in this local-state-Federal partnership, the importance of the other partners is substantial.

With the property tax, local school authorities can adapt educational activities to local conditions and obtain a high level of community participation. In many communities local financial support of education has resulted in superior educational programs. However, in some cases, local support has been so low, relatively, that the education offered has been of inferior quality.

Although Federal participation in educational financing has a long history (beginning with the Northwest Ordinance of 1785), Federal aid to schools has been specialized—for example, vocational education, and, more recently, improving instruction in science, mathematics, and foreign language, and educating children of low-income families. Also, the amounts involved have been relatively meager compared with the total cost of education. The major responsibility for educational financing still rests with the state. Some years ago Dr. Newton Edwards, then professor at the University of Chicago, pointed out that:

> " . . . subject to constitutional limitations, the state legislature has plenary power with respect to matters of educational policy. In the absence of constitutional prohibitions, the ends to be attained and the means to be employed are wholly subject to legislative determination. The legislature may determine the types of schools to be established throughout the state, the means of their support, the organs of their administration, the content of their curricula, and the qualifications of their teachers."[2]

Legally, local governments act as arms of the state in educational financing and local school taxes are legally state money. According to Dr. Lee O. Garber of the University of Pennsylvania:

> "The courts are generally agreed that school taxes are not local or municipal taxes in any sense of the word, but that they are state taxes. Such is the case because education is a function of the state, and because schools and school districts are agencies of the state . . . . This tax is a state tax, and in the maintenance of a uniform school system the state may expend it as it sees fit."[3]

In practice, most states do not consider all state and local tax money for schools to be at the disposal of the state government. Rather, the states share the cost of education with local school systems and use the state contribution to accomplish state-determined purposes.

Today, new patterns are emerging in the local-state-Federal partnership in education. During the past year, the Federal government has assumed a much larger share of the total cost of education, and it seems reasonable to expect this trend will continue. The changing percentages of educational support are shown in Tables VI-1 and VI-2 that follow:

Table VI-1 **Percentages of Educational Revenue Receipts for Public Elementary and Secondary Schools from Local, State, and Federal Governments for Missouri 1963-64 through 1965-66**

Year	Per Cent From Local Government	Per Cent From State Government	Per Cent From Federal Government
1963-64	62.3%	34.7%	3.0%
1964-65	62.7	34.2	3.2
1965-66	59.7	31.8	8.5

Source: National Education Association, *Rankings of The States,* 1964, 1965, 1966.

Table VI-2 **Estimated Per Cent of Non-Federal Revenue Receipts for Public Elementary and Secondary Schools from State and Local Governments for Missouri 1963-64 through 1965-66**

Year	Per Cent From Local Government	Per Cent From State Government
1963-64	64.2%	35.8%
1964-65	64.7	35.3
1965-66	65.3	34.7

Source: This table was calculated from data shown in Table VI-1.

Purpose of State Support Programs

State financial contributions to local school districts, or grants-in-aid, serve to:

(1) Partially equalize educational opportunity throughout the state. Since local funds are based almost entirely on the proceeds of taxes on real property, the resources available for supporting schools vary greatly. Without the state's participation in the support of education, educational opportunity depends in large part upon the property tax base of the community in which a child attends school.

(2) Share school revenue among several tax bases. This avoids depending excessively on the local property tax which is regressive (that is, it tends to fall more heavily on low-income families), and, often, poorly administered. Since the state's share of support for education is typically based on sales and income taxes, the *total* tax base for education (including both state and local shares) is more equitable.

(3) Promote the improvement of education through allotments of funds to specific programs (such as the education of handicapped children) desired by the state. This type of assistance, classified as "categorical aid" or "special purpose incentive grants," permits some districts to develop educational programs that are of higher quality than the minimum program supported by the state.

Stimulation of Educational Improvement

State action to improve education in Missouri is urgent. Some remedial steps which involve relatively small sums of money can be taken almost immediately. Such action could improve the climate for education, develop a structure within which additional expenditures can produce significant improvements, and raise educational standards.

Incentives for School District Reorganization

As indicated earlier in this report, inadequately organized school districts are inefficient because they waste resources through inordinately small class sizes and an inability to purchase goods in quantity; they are also not able to offer the educational opportunities which larger districts can provide.

In Chapter III, we recommend that school district reorganization be encouraged by the State Board of Education. The comprehensive high school should be the basic unit of secondary education. Since comprehensive high schools are expensive, both to build and to operate, financial inducements by the state are needed to encourage local school districts to reorganize into units large enough to support the building and operation of such schools.

RECOMMENDATION VI-1

The State of Missouri should share in the cost of building comprehensive secondary schools in accordance with a plan that

provides a financial incentive for school district reorganization, as follows:

(1) Sharing of building costs between the state and the local school district should take place only where the district is organized in accordance with a master plan of school district organization established by the State Board of Education.

(2) School districts organized in accordance with the master plan should be permitted to receive partial support from the state for building costs if: (a) new school buildings are required, (b) present buildings need to be expanded or altered, or (c) a comprehensive high school plant, built in accordance with state standards, already exists, but bonded indebtedness has not been fully retired.

(3) The state should share in the building costs in an amount ranging up to $40 per pupil per year in the *amortization* of the costs of the school buildings. The per pupil amount for each district with equalized per pupil assessments ranging from $4,500 to $18,000 per year should be obtained by dividing $9,000 (approximately the average assessed valuation per pupil throughout the state) by the equalized assessed valuation per pupil of the local district, and multiplying the result by $20. For example:

   (a) Districts with an equalized assessment of $6,000 per pupil would obtain $9,000 ÷ $6,000 x $20 = $30 per pupil per year.

   (b) Districts with less than $4,500 equalized assessment per pupil would obtain $40 per pupil per year—the amount that a district with an equalized assessment of $4,500 per pupil would receive.

   (c) Districts with an equalized assessment of $20,000 or over per pupil would receive no building aid from the state.

   (d) Districts with an equalized assessment per pupil of $18,000 to $20,000 would receive an amount calculated by subtracting $18,000 from the local equalized assessment per pupil, dividing this figure by $2,000, and multiplying the result by $10. Thus a district with an equalized assessment of \$19,000 per pupil would obtain (\$19,000 less \$18,000) ÷ \$2,000 x \$10 = \$5 per pupil per year.

(4) Controls: Assistance would be:

(a) Available only to school districts organized in accordance with the standards set by the State Board of Education.

(b) Usable only for the construction of new comprehensive high schools, for alteration and renovation of comprehensive high schools, or for the retirement of debt on comprehensive high schools already built. Assistance would be limited to districts whose building plans and lists of equipment had been approved by the State Board of Education.

(c) Discontinued when bonded indebtedness no longer exists. If the state allotment as calculated with the above formula exceeded the annual cost of debt retirement, the state apportionment would be decreased accordingly.

This proposal would help especially districts with a rapid population growth. The cost would be relatively small compared to the probable results. Our estimate is that if all the eligible districts of the state qualified for this assistance, the cost to the state would be about \$5 million per year.

In Missouri assessed values are now a poor measure of local taxpaying ability. At a later point in this chapter we recommend that reforms of present assessment practices be undertaken. Until these reforms are made, it will be impossible to devise a plan for distributing state funds which is fair and equitable to all the taxpayers in the state.

Efficiency Through Quality Control

As indicated elsewhere in this report Missouri has both a legal and a moral responsibility to provide adequate educational opportunities for all its young people. This responsibility includes setting adequate minimum educational standards and eliminating the gross inequalities that arise out of the varying financial capacities of school districts.

Some of Missouri's wealthier school districts are able to provide education comparable to that of the nation's best public schools. Poorer districts are not able to do as well. As a result some children have excellent educational opportunities while others have very poor opportunities; in some schools student achievement is high, in others, standards are very low.

We propose that test results obtained from the statewide educational testing program we recommend in Chapter II be used as a basis for the identification of low achievement schools, and that state funds be used to improve educational achievement in these schools. We refer to *schools,* not school districts. A district may have one school where achievement is low and one or more schools where achievement is much higher.

RECOMMENDATION VI-2

The State of Missouri should use the testing program recommended earlier in this report to identify schools in which achievement of students is below acceptable standards. State funds should be distributed to help improve achievement as follows:

(1)	**Where 70 per cent of students are below the 50th percentile on a statewide test**	**$20 per pupil**
(2)	**Where 70 per cent of students are below the 40th percentile on a statewide test**	**$30 per pupil**
(3)	**Where 70 per cent of students are below the 30th percentile on a statewide test**	**$40 per pupil**

These funds should be used only for improving student performance, with rigid state controls over the use of the funds required. For example, the funds must be used in the low achievement schools only, and not elsewhere in the school system. Furthermore, funds granted under this program should in no way reduce expenditures from other revenue sources. Expenditure proposals should be examined and approved by the commissioner. Suitable methods of using the funds might be, for example:

(a) Reduction of class size.

(b) Employment of additional specialist teachers.

(c) Employment of additional teacher aides.

(d) Purchase of books, instructional materials, and equipment, including that necessary for instruction over television.

If the Commissioner of Education decides that some local plans are inadequate, he should consult with local authorities and suggest alternatives. In some rural school districts the state may need to provide specialized personnel. For example, the state might employ a small number of reading specialists to be assigned for a period of two or three years to work with the teachers and the students in certain school systems.

If this recommendation is adopted, the state would begin a process of *quality control*[5] designed to raise minimum educational standards. The program should be altered and expanded, as circumstances and experience dictate, and Federal funds* should be used as much as possible.

Efficiency through Emphasis on Early Education

Recent research by Professor Benjamin S. Bloom of the University of Chicago indicates that the best time to influence development is in the early years of childhood. Dr. Bloom found that half the variation in general school achievement can be predicted on the basis of characteristics which can be measured at the third grade level; other characteristics, including general intelligence and intellectuality, are determined at a much earlier age; and, by the eighth grade, high school performance of any individual can be predicted with considerable accuracy.[6]

Dr. Bloom's research justifies placing greater emphasis on early childhood education, and provides a strong argument for the financial support of the education of young children.

Project Head Start is applying the principle of early education of children on a national basis. Although this project has not as yet been rigorously evaluated, many first grade teachers testify that children who have attended Project Head Start classes are better prepared for school than are other children with comparable backgrounds. Many laymen and professional educators in Missouri who did not previously support pre-primary grade education now regard it as an essential aspect of the total program.

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*We believe that funds allocated to Missouri under the provisions of Title I of the Elementary and Secondary Education Act of 1965 could be utilized for the purposes described in this section of the report. Additional Federal funds might also be available under the sections of the Higher Education Act of 1965 establishing a National Teachers Corps, and under programs of such agencies as the Regional Educational Laboratories.

This report has emphasized at several points the importance of education during early childhood. We now recommend that Missouri include kindergarten education in its program of school support.

RECOMMENDATION VI-3

Kindergarten children should be included in the number of students in average daily attendance for whom state aid is provided. Since kindergarten classes are normally in session for only half a day, each kindergarten child should be weighted by the factor .5 for financial support purposes.

The adoption of this recommendation would increase educational efficiency in Missouri by spending money where it will have the greatest effect at relatively low cost. The cost of this program, estimated at $3.9 million the first year, would increase moderately over several years, as the availability of funds encourages school districts to add kindergartens to their programs.

Improving Efficiency by Stimulating Change and Innovation

The changing times are producing new demands on the schools. The ability of educational institutions to respond to these demands is one measure of their efficiency. New procedures are called for since inefficiency sometimes results from using outmoded practices to cope with new problems.

Innovations in education take many forms: for example, in curriculum, with new programs in mathematics and science; in teaching, especially the use of television and other audio-visual devices; and in organizational arrangements such as team teaching.

Many agencies are now involved in introducing new procedures. For example, the Federal government, through Title III of the Elementary and Secondary Education Act of 1965, is financing, throughout the nation, a number of demonstration centers for the dissemination of knowledge about educational practice. Also, the National Educational Laboratories, authorized under Title IV of the same act, provide (on a regional basis) assistance to school districts in the modernization of their programs and procedures.*

A number of suburban school districts such as Clayton, Missouri; Shaker Heights, Ohio; Scarsdale, New York; and New Trier, Illinois have taken the lead throughout the nation in the development of new and improved educational practice. They are the "lighthouse schools" of the nation, and their programs have been widely copied. Their "demonstration effect" has been a potent contributor to educational change.

Few lighthouse schools, however, are in rural areas or in the larger cities. The State of Missouri should therefore take the responsibility for improving educational standards and promoting educational efficiency. The State Board of Education and the State Department of Education should take the lead, establishing demonstration centers in several parts of the state with modern teaching methods, well-trained teachers, and up-to-date equipment and school buildings.

RECOMMENDATION VI-4

The State of Missouri should provide the leadership and the "seed money" required to establish a small number of demonstration schools—or demonstration units within schools. These units might be provided in urban St. Louis and Kansas City, in suburban Kansas City, and in two or three locations in rural Missouri.

The demonstration schools should be operated, as much as possible, by agencies other than the State Department of Education, such as local school districts, the state colleges, and the regional educational laboratories.

The state, however, should take the initiative in establishing the demonstration centers, and should lend its prestige to them. In those areas of Missouri which have been resistant to change in educational practice, these centers should provide a visible demonstration of innovation. The state should not wait for local leadership to develop, but should provide positive action to promote improved education.

Several methods for financing demonstration centers are possible. For example, a foundation might be set up, with authority to obtain money from various private and public sources, or the state might work with selected local districts in applying for Federal money (for example, under Title III of the Elementary and Secondary Education Act).

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*Missouri has two national laboratories—one in Kansas City and one in St. Louis.

For a relatively small amount of "seed money" (say, $100,000 a year), plus extensive use of Federal funds, the state, in cooperation with regional educational laboratories, the University of Missouri, and the state colleges, could greatly improve education in Missouri.

Vocational and Special Education

Vocational and special education classes are, on the average, much more expensive to operate than academic high school courses. In 1962-63, the Research Council of the Great Cities Program for School Improvement arrived at the following cost comparisons:

Table VI-3 **Average Cost Per Pupil and Cost Ratio in Public Schools in Great Cities by Instruction Areas 1962-63**

Type of Program	Average Cost Per Pupil	Cost Ratio
1. Kindergarten	$199.89	0.49%
2. Elementary	408.20	1.00
3. Junior high school	489.69	1.20
4. Academic high school	544.97	1.34
5. Vocational, trade, and technical high schools	737.00	1.81
6. Handicapped	867.80	2.13

Source: *The Challenge of Financing Public Schools in Great Cities.* Chicago: The Research Council of the Great Cities Program for School Improvement, 1964. (Data excludes Washington, D.C.)

We regard vocational education and special education as being of sufficient importance to warrant state support. Their higher cost should not penalize local districts for offering vocational and other nonacademic programs that are in the public interest. On the other hand, state support should not encourage the development of programs which are economically unsound or educationally inefficient.

As indicated earlier in this report, Professor J. Chester Swanson of the University of California is now conducting a study of vocational education opportunities in Missouri. We have not therefore examined this curricular area in depth. However, we support the *principle* of assistance for vocational and special education.

RECOMMENDATION VI-5

> The State of Missouri should undertake cost studies concerning programs in vocational and special education. The state should provide financial assistance to school districts and to junior college districts, in order that the local costs (after subtracting state and Federal revenues) of these courses are no more than the local cost of academic courses. This assistance should be provided only in cases where the establishment of these courses has been approved by the state, and where the courses and facilities meet rigid state standards.

Financing Junior Colleges

The junior colleges in Missouri take care of part of the enrollment in higher education. They obtain a sizable portion of their revenue from local property taxes, thereby easing the state's financial burden. The University of Missouri and the state colleges, on the other hand, depend entirely upon the state for the operating and building funds not covered by students' payments. In order to equalize further the educational opportunities for higher education, we believe that the state should assume responsibility for a substantial portion of the operating and building costs of junior colleges.

RECOMMENDATION VI-6

> The State of Missouri should provide financial assistance to the public junior colleges to the extent of 50 per cent of the approved *operating* costs of each junior college.
>
> The State Department of Education should conduct cost studies preparatory to making recommendations covering state assistance toward the *building* costs of junior colleges.

Financial support of junior colleges should be flexible. Where junior colleges offer remedial work of less than college level, the state should support the programs. Junior colleges also are the appropriate institutions for providing continuing adult education. However, since state assistance is now based on the number of semester hours of college credit completed (Missouri School Laws, Section 163.191), junior colleges cannot afford to offer many continuing education courses most of which are of noncredit nature.

RECOMMENDATION VI-7

State support for junior colleges should include financial assistance for the provision of noncredit continuing education and remedial work as well as formal courses for credit.

According to Section 178.870 of the Missouri School Laws, the tax rate which may be levied by a junior college district without voter approval shall not exceed:

> ". . . the annual rate of ten cents on the hundred dollars assessed valuation in districts having one billion dollars or more assessed valuation; twenty cents on the hundred dollars assessed valuation in districts having five hundred million dollars but less than one billion dollars assessed valuation; thirty cents on the hundred dollars assessed valuation in districts having one hundred million dollars but less than five hundred million dollars assessed valuation; forty cents on the hundred dollars assessed valuation in districts having less than one hundred million dollars assessed valuation."

This statute is based on the assumption that per pupil costs are lower in larger junior college districts. However, this reasoning is not applicable in Missouri at the present time because (1) the larger junior college districts have much greater responsibilities in terms of larger numbers of students and a more diversified student body, and (2) the larger districts are in urban areas where construction and operating costs are higher than in nonurban areas of the state.

RECOMMENDATION VI-8

The sliding scale of maximum tax rates for junior college districts which may be levied without voter approval should be replaced by a single rate applying in all junior college districts. The rate should be developed through cost studies and should be realistic in terms of costs of modern programs of postsecondary education.

The Foundation Program

If Missouri is not to fall further behind the rest of the nation in the investment it makes in its youth and in its economic well-being, a program of adequate support for the long-term development of the schools and colleges in the state must be adopted.

The present school support program will be analyzed in this chapter by three criteria:

(1) Is the support level adequate to enable the educational enterprise to offer the services needed by the youth of the state?

(2) Does the present program provide to a sufficient degree *equal educational opportunities* for children throughout the state?

(3) Does the present support formula permit sufficient sharing of school costs among several sources of revenue—for example, sales and income taxes as well as the property tax?

Changing conditions and their relationship to educational finance will be considered in the analysis.

The "foundation program" of state school support in Missouri consists in the main of "flat grants" and "equalizing grants."

The flat grant permits each district in the state to divide educational costs between locally-collected taxes and those collected by the state. The flat grant is also mildly equalizing in that it takes money collected from local communities in terms of their taxpaying ability and distributes the money to all districts, regardless of wealth, on the basis of the number of children to be educated.

A sum of $122.25 is provided for every student in average daily attendance in grades 1 through 12. In districts with average class loads of more than 30 students, the grant is based on 30 students per full-time teacher.

Missouri also provides a "teacher preparation allowance" based on the educational preparation of the teachers employed by the district in grades 1 through 12. This is meant to be an incentive to encourage school districts to hire well-qualified teachers. However, this allowance works like a flat grant since it is determined by the number of students in a district. Actually, it is anti-equalizing since the wealthier districts can afford to employ more and better qualified teachers and hence get more state money, while poorer districts which hire fewer and less-qualified teachers obtain less state money. The current teacher preparation allowance is as follows:

(a) For each teacher with 150 or more semester hour credits, the district receives $492.00.
(b) For each teacher with 120 to 149 semester hour credits, the district receives $320.00.

For an average of 30 pupils per teacher, this corresponds to a flat grant of $16.40 or $10.66, depending upon the qualifications of the teacher.

A special committee representing the universities and colleges involved in teacher preparation programs has recommended that legislation be passed providing life-certificates for teachers with masters' degrees or the equivalent. This type of legislation would probably do more to stimulate the upgrading of teacher qualifications that does the present teacher preparation allowance in the foundation program.

The equalizing grant attempts to provide for a more nearly equal level of educational opportunity throughout the state than would exist if schools were financed entirely by local taxes or if flat grants alone were provided.

The equalization quota is $137.25 per resident pupil in average daily attendance, less the per pupil receipts from a tax of $1.00 per $100 on property assessment[7] and minus the county school funds and certain other local receipts.

A second level of equalization applies to school districts which levy a property tax producing an amount not less than the product of a tax of $2.75 per $100 on property assessed at 30 per cent of true value as determined by the State Tax Commission. This second level can provide up to $13.00 per student in average daily attendance.

Equalization grants therefore total $150.25 per pupil. This sum plus the amount of the flat grant comprises the foundation program, as follows:

Flat grant	$122.25
Teacher preparation	16.40 (or $10.66)
Equalization	150.25
Total	$288.90 (or $283.16)

How successful has the foundation program been as judged by the three criteria above mentioned: adequacy, equality of opportunity, and sharing of the tax base?

Adequacy

In the past Missouri did not invest as heavily in her public school system as some other states. Today, adults 25 years of age or older in the state have completed, on the average, only 9.6 years of schooling, or a full year less than the median for the nation.

As indicated earlier in this report, there is a close relationship in our society between an individual's schooling and his potential income and expected employment opportunities. Hence, if permitted to continue, the gap between Missouri's educational standard and that of the country as a whole can be expected to result in lower average earning power of individuals and a lower economic level for the state.

The economy of a state is also closely related to the number of college graduates in its population. In 1960, the number of people in Missouri's population who had completed four or more years of college was only 81 percent of the national average—further evidence of under-investment in education by the state (in this case in higher education).

The under-investment in education in Missouri is even more striking in an analysis among counties. In 1960 there were 29 counties in Missouri with a median educational level of 8.6 years or lower (see Table VI-4)—two full years below the United States median and one year below the median for the state.

Although no one can say that low educational attainment necessarily *causes* low income, there is no doubt that statistics indicate there is a relationship between these two factors. In order to break the intergenerational cycle of low income-low education-low income, we believe the start must be made with the schools.

Table VI-4 **Educational Level and Mean Income for**
29 Missouri Counties with Educational Level
2 Years Below the National Median
(1960 Data for Males, 25 Years of Age and Older)

County	Median Years Schooling Completed	Median Family Income
Pemiscot	7.1	$2,276
Mississippi	7.2	2,736
New Madrid	7.4	2,173
Washington	7.8	3,363
Ripley	8.1	1,977
Wayne	8.1	2,466
Iron	8.1	3,305
Carter	8.2	2,254
Shannon	8.2	2,565
Butler	8.2	2,864
Stoddard	8.2	2,904
Reynolds	8.2	2,913
Bollinger	8.3	2,344
Oregon	8.3	2,357
Dunklin	8.3	2,711
Crawford	8.3	3,395
Douglas	8.4	2,050
Ozark	8.4	2,107
Stone	8.4	2,871
Maries	8.4	2,891
Perry	8.4	3,554
Osage	8.4	3,769
Scott	8.4	3,957
Ste. Genevieve	8.4	4,460
Wright	8.5	2,588
Dent	8.5	2,777
Benton	8.5	2,891
Madison	8.5	3,863
Gasconade	8.5	3,906
Missouri as a whole	9.6	5,127

Source: United States Department of Commerce, Bureau of the Census, *Characteristics of the Population,* Vol. I, Part 24. 1960.

There is no simple index of the quality of education provided by a state. Sometimes educational expenditures for each child are used for comparative purposes. This is a poor index if the comparison is, say, between states widely separated geographically (such as Florida and California) or states which have quite different types of climate (such as Alaska and Nevada). On the other hand, a comparison among states which are similar in location is informative. Table VI-5 presents comparative data on per pupil costs among nine states including Missouri.

Table VI-5*

Estimated Current Expenditure for Public Elementary and Secondary Schools Per Pupil in Average Daily Attendance, in Nine Selected States, 1965-1966

State	Per Pupil Expenditure
Illinois	$612
Indiana	512
Iowa	503
Kansas	495
Missouri	471
Nebraska	423
Oklahoma	411
Arkansas	376
Kentucky	364

Source: National Education Association: *Ranking of the States 1966.* Table 84, Washington, D.C., 1966.

The table shows that Missouri's expenditure level is below that of Illinois, Indiana, Iowa, and Kansas, but above that of Nebraska, Oklahoma, Arkansas, and Kentucky. An analysis by counties (Chart B) shows that the southern counties of Missouri resemble Arkansas and Kentucky in expenditure level; that is, in 1964-65, a year when expenditure per pupil was $323 in Kentucky, $317 in Arkansas, and $300 in Tennessee, expenditure per pupil in all but one of the counties in southern Missouri was between $300 and $399.

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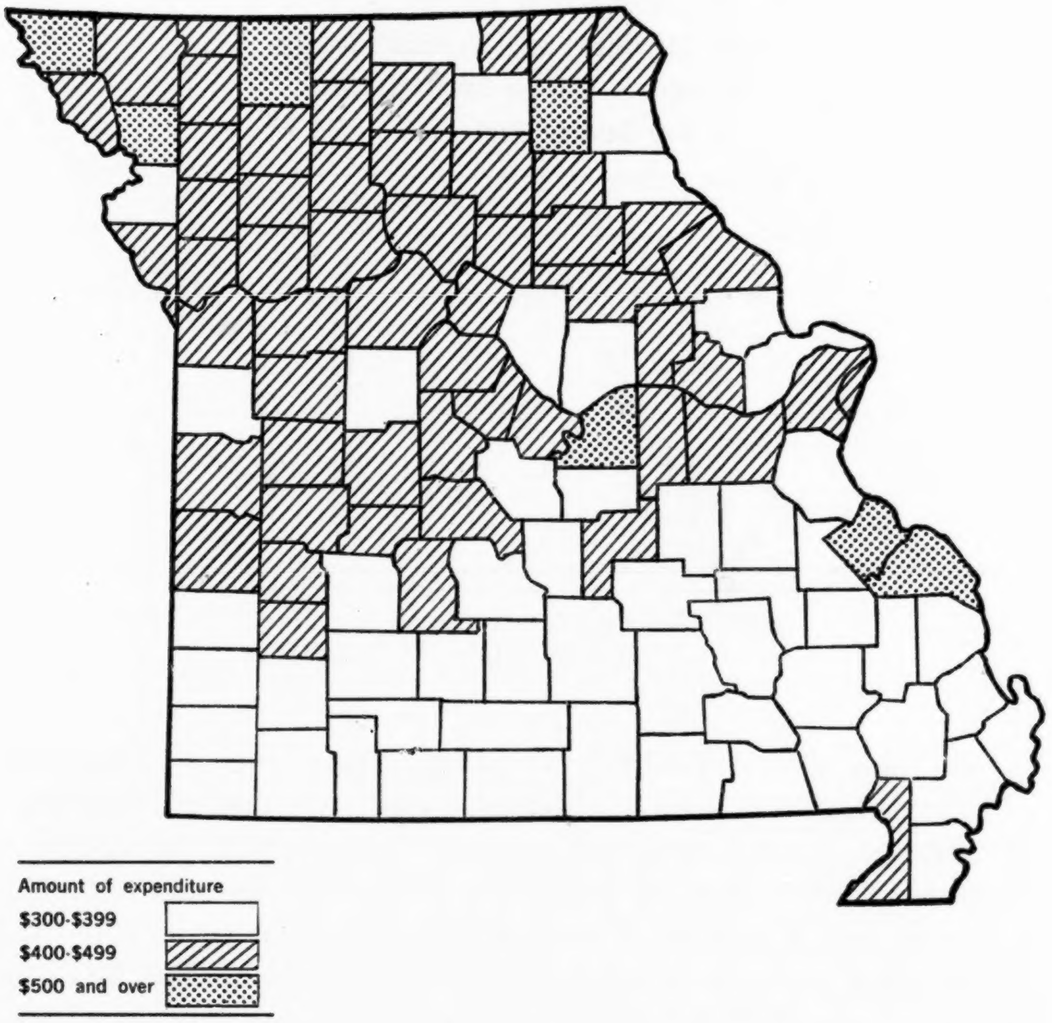
*By way of contrast, New York's expenditure per pupil in 1965-1966 was $869, and that of California $603.

CHART B

Estimated median expenditure per pupil for public elementary and secondary schools in Missouri

BY COUNTIES, 1964-1965


Amount of expenditure
$300-$399
$400-$499
$500 and over

Source: Data from State Department of Education.

Teachers' salaries in Missouri, the major component of school expenditures, are compared with those of eight other states similar in their location in Table VI-6.

Table VI-6* **Average Salaries of Classroom Teachers in Nine Selected States, 1965-1966**

State	Classroom Teachers	Estimated Average Salary of Classroom Teachers as Per Cent of National Average
Illinois	$7,123	109.5%
Indiana	7,050	108.4
Iowa	6,003	92.3
Missouri	5,857	90.0
Kansas	5,785	88.9
Oklahoma	5,650	86.8
Nebraska	5,225	80.3
Kentucky	4,930	75.8
Arkansas	4,740	72.9

Source: National Education Association, *Rankings of the States 1966*. Table 31, Washington, D.C. 1966.

Missouri is paying salaries below those in Illinois, Indiana, and Iowa, and above those in Kansas, Oklahoma, Nebraska, Kentucky, and Arkansas.

Inasmuch as beginning teachers are relatively mobile as well as usually economically motivated to seek higher salaries, it is not surprising that Missouri finds it difficult to keep her best young beginning teachers from migrating to neighboring states.

Equality of Opportunity

"Equality of educational opportunity" is difficult to define. No one really believes that everyone can be provided with exactly equal educational opportunities. For example, some children live closer to school than others and have, therefore, more free time to spend on after school study. Children who must take long bus rides to and from school have less time for reading and for study.

Furthermore, teachers are not completely alike in their competence. A child assigned to an excellent teacher has a better educational opportunity than another child in the same school with a teacher of lesser ability. Students' home environments also affect the value they obtain from their schooling.

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*The average salary of classroom teachers in New York was $7,700 and in California, $8,150.

Despite the difficulties with the phrase "equality of educational opportunity," the concept is important for educational policymaking.

First, it means that the state should not permit arbitrary discrimination in favor of some groups of children as against other groups.

To be sure, the amount of money spent to educate a child does not necessarily determine the quality of education he will receive, since there are some communities where education is provided more efficiently than in others. However, on the average, a relationship clearly exists between school expenditures and quality of program.

Second, *equal* educational opportunities does not necessarily imply *identical* opportunities. The type of education appropriate in suburban areas, where 90 per cent of the children go to college, is not necessarily appropriate in the central portion of the larger cities or in rural Missouri. The type of education a physically or mentally handicapped child should receive is not the same as that which should be offered to the so-called "normal" child.

The educational needs of children in Missouri differ within communities, among communities, and among regions of the state, and the concept of equalization embodied in the traditional foundation program is not adequate. Other states with problems similar to those in Missouri are developing programs in which the state shares in variable rather than fixed levels of expenditure. The diversity among regions in Missouri necessitates new types of state support programs.

Educational needs in the large cities: Today the large cities of the nation are coping with serious educational problems. Their schools are attempting to break a longstanding cycle of poverty and cultural deprivation by providing special educational programs for millions of city dwellers—including large numbers of migrants from rural areas, particularly from the rural south.

Compensatory education programs are being developed widely. Although Federal financing is of considerable value, state and local governments must expect to carry the major portion of the cost if the educational needs of urban America (and in Missouri, the needs of St. Louis and Kansas City) are to be met.

Educational needs of the suburbs: Suburbs of Missouri, as those in the rest of the nation, are a varied set of communities. Some are characterized by high incomes and high expectations for their children's education. Others are faced with some of the same types of educational problems which confront the urban centers.

One major problem of the suburbs in the period following World War II has been the rapid growth in student population. New school buildings have been required with impressive regularity. Additional teachers have been hired by the thousands to keep up with rising enrollment.

Inequalities in educational opportunity among the suburbs are as great as those which exist among suburban, rural, and city schools. There is great variation among suburbs in the assessed value of real property in a school district behind each child. In some cases, tax shelters provide a means of avoiding the tax for the support of schools.[*] On the other hand, some economically poor school districts become isolated, since no surrounding area wishes to incorporate them and to assume a part of the responsibility for educating their children.[†]

Educational needs of rural Missouri: Providing rural areas in Missouri with educational opportunities equivalent to those offered elsewhere is a serious problem. Low per pupil expenditures in rural areas cannot be justified in terms of differences in the cost of living, since it probably requires at least as high a salary as is offered in urban centers to persuade the most competent teachers to accept positions in outlying areas. Resources are sometimes used less efficiently, since for social, political, personal, and community reasons, the consolidation of school districts is resisted. Where consolidation and reorganization do take place, some of the savings that might have been expected are absorbed by increased transportation costs.

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[*] For example, the Pleasant Valley School District in Jackson County has an assessed valuation of $759, 883 per resident pupil, as compared to a state average of about $9,000.

[†] For example, the Kinloch School District in St. Louis County has a per pupil assessed valuation of only $3,096. Although this district has only 293 high school children, it has not been annexed to any surrounding district.

Broadening the Tax Base for Education

In order for children in all areas of Missouri to have adequate educational opportunities, we believe that the state must provide an impetus for the improvement of educational services. We have already made some suggestions for relatively small financing changes. For the long-run future, however, there is no substitute for adequate financial support through broadening the tax base for education.

When the costs of education were borne entirely by local units of government, educational support rested solely on the local property tax. As the states took over a part of the total cost of supporting schools, state taxes became part of the tax base for education. At first, the state property tax together with the income from permanent trust funds provided the support for education. Gradually in most states income taxes and sales taxes were used. Today most states use one or both of these taxes to provide funds for education (New Jersey's general sales tax has just started; Nebraska still does not have a general sales or income tax).

Many Missourians feel that the property tax is overburdened and provides too large a proportion of the money used for education. The statistics (Table VI-7) show that, in comparison with other north central states, Missouri's property tax per capita is *lower,* and is a *lower* proportion of total state-local taxes. When compared with Arkansas, Kentucky, and Tennessee on the other hand, Missouri's property tax is *high,* and is a *high* proportion of total state-local taxes.

Table VI-7 **The Property Tax in State-Local Revenue Systems Selected States, 1962**

State	Property Tax Revenue (Millions of Dollars)	Property Tax As a Proportion of Total State-Local Tax Revenue		Property Tax Per Capita	Property Tax Per $1,000 of Personal Income
		Percentage	Rank		
Nebraska	$ 190.9	70.5%	1	$132.02	$56.66
South Dakota	88.8	58.4	5	123.22	59.67
Iowa	360.9	56.5	7	130.12	59.39
Indiana	534.8	56.2	8	114.69	48.32
Kansas	290.8	56.1	9	131.28	59.87
Minnesota	476.7	54.9	11	137.72	61.35
Illinois	1,315.6	53.4	13	130.28	45.59
North Dakota	71.3	52.8	15	112.63	48.86
Missouri	348.9	42.6	29	80.83	33.67
Tennessee	175.8	33.3	35	48.13	28.42
Kentucky	141.4	30.3	40	45.85	26.80
Arkansas	72.0	28.3	42	39.11	26.27

Source: United States Department of Commerce, Bureau of the Census, Census of Governments, 1962, Vol. IV, *Government Finances, No. 4.*

Obviously, Missouri can emulate the west north central states, place more reliance on the property tax, and accept higher property tax rates; or Missouri can emulate the border states and place more reliance on state sales and income taxes. In view of the gross disparities in the property tax base in different parts of the state, we believe Missouri should provide more adequate and more equitable support for its schools, through a greater reliance on sales and income taxes.

Proposed New Foundation Program

The proposed new foundation program for the support of education in Missouri is closely related to the existing procedures for distributing funds. It has certain new elements, designed to provide a more adequate level of revenue for the schools, and to achieve the results desired without making the state support laws excessively complex.

The proposal calls for state financial support of a program amounting to $400 per pupil, designed to (a) share the support of public education in Missouri between local and state taxes; (b) more nearly equalize educational opportunities in the state; (c) stimulate local districts to improve their educational programs; and (d) provide an adequate minimum level of educational opportunity throughout the state.

RECOMMENDATION VI-9

There should be a foundation program of $365 per pupil plus a resource equalizing grant of up to $35 per pupil for certain local school districts, depending upon their assessed valuation and tax rate. The program should have three major parts:

(1) A flat grant of $200 per pupil in average daily attendance throughout the state.

(2) An equalizing grant of $165 per pupil in average daily attendance, less the yield of a tax of $1 per $100 of assessed valuation equalized to 30 per cent of full value, and less other local revenue.

(3) A resource equalizing grant, not to exceed $35 per student in average daily attendance, to districts levying a tax of $3 or more per $100 of assessed valuation equal-

> ized to 30 per cent of full value. Districts with an equalized assessed valuation of less than $14,000 would be eligible for the resource equalizing grant. The formula for this grant would be as follows: ($14,000 minus local equalized per pupil assessment) multiplied (by the local equalized tax rate minus a tax rate of $3 per $100 equalized assessed value).

Under this proposal the state will guarantee a minimum assessment of $14,000 to districts levying an equalized tax of more than $3 on $100 of assessed valuation. This guarantee is for that portion of the tax rate over $3. The resource equalizing grant has the effect of providing additional equalization funds, to a maximum of $35 per pupil, above the $165 basic equalization grant. It is intended not only to reward districts which are making a strong local effort in support of education, but also to encourage other districts to make such an effort.

Considerable concern has been expressed over the procedure of equalizing property values to 30 per cent of full value. However, on the basis of the assessment ratios provided by the State Tax Commission, the procedure is workable in Missouri. An example of how it would function follows.

At present, the relationship between full value and assessed value varies considerably throughout the state. The State Tax Commission has calculated for each county in Missouri the ratio of assessed value to the sales value of property. This ratio varies from 20.26 per cent in Mississippi County to 47.24 per cent in Worth County.[8] The result of this variation is that the distribution of equalization funds is distorted in favor of those counties where assessments are kept at a low percentage of full property value. The correction which is proposed in our recommendation is illustrated in the following example:

Example: School district A, in a county with an assessment ratio of 25.0 has an assessment of $8,000 per pupil. The assessment corrected to 30 per cent will be $\frac{30}{25} \times 8{,}000 = \$9{,}600$.

The effect of the proposed correction would be (1) to increase per pupil assessment in low assessment counties, hence reducing their state equalization aid; and (2) to reduce per pupil assessment in high assessment counties, thereby increasing their state equalization aid.

It will be argued that state equalization ratios are not yet exact enough to be used as a basis for distributing state funds, and that the ratios vary from year to year—a sign of their unreliability. We recognize this argument; yet we do not wish to advise granting aid on nonequalized valuation. The recommendations in the next section of this report with respect to property assessment have a high priority. Recommendation VI-9 is based on the assumption that assessment practices in Missouri will be improved, and that assessment ratios will be calculated which will be accurate and which will not fluctuate unduly from year to year.

This recommendation calls for an increase in the state's share of education costs in Missouri. Further adjustments will be required in the future as conditions permit.

Property Assessment in Missouri

Any state-local financial partnership based on local taxpaying ability raises questions as to how local taxpaying ability will be measured. These questions are especially difficult in Missouri where the local contribution is based on assessment of real property, and property assessment is known to be inequitable and unreliable. In Missouri assessment practices differ from one county to another, and within counties. This produces inequities for the taxpayer, since two people with similar property may have different assessments, and hence different amounts of tax to pay. Differences among counties (and among school districts within counties) create problems in educational finance, since the "equalization portion" of the state foundation program is distributed in inverse proportion to per pupil assessment.

The ratio between the selling price and the assessed value of property varies from 47.24 per cent in Worth County to 20.26 per cent in Mississippi County. There is less information concerning differences within counties. However, a Committee of the League of Women Voters conducted a study in Kansas City and reported as follows:

> "The summary of the 1961 Missouri Real Estate Ratio Study which is on file with the Missouri State Tax Commission com-

pares the selling price of property sold in Jackson County in 1960 to the assessed value in 1961. A total of 1264 transactions was used in the study. The total consideration of the property was $19,047,671, and the total assessed valuation was $4,303,230. The average ratio of assessed value to selling price was 22.59%.

"Members of the League of Women Voters made a detailed study of 1,155 of the transactions. In each case the market value as indicated by the revenue stamp was compared to the assessed value.

Number of transactions	*Assessed value as % of market value*
35	Less than 10%
114	10 to 15%
238	15 to 20%
346	20 to 25%
263	25 to 30%
98	30 to 35%
61	Over 35%

"If the county were assessed as recommended by the Missouri State Tax Commission, all of these percentages would be around 30%, with a slightly higher figure for business property.

"Actually only 361 of the 1,155 were in the 25% to 35% range.

"Most properties, 733, were assessed at 25% or less of market value.

"Some properties, were assessed high—61 were over 35%." Informed people believe that the Kansas City study is representative of the situation within counties throughout the state.

RECOMMENDATION VI-10

The General Assembly of the State of Missouri should adopt legislation providing the State Tax Commission with more authority to supervise the practices of county assessors.

The State Tax Commission should be required by law to have studies conducted, on the basis of which reliable and up-to-date evidence may be available to the State Board of Education, indicating the relationship between assessed value of property and its full market value in each county in Missouri.

Local Tax Rates and Bond Issues

One aspect of the state's regulatory function is its legal control over local taxes for education. School districts are required to levy a minimum tax rate, in order to qualify for participation in state financial programs. The state sets maximum tax rates in order to protect the taxpayer.

While all states have some provisions of this type, substantial variation exists among the states in the tax rates set as minima and maxima and in procedures by which local electors permit tax increases. Missouri's laws are unwieldy and should be revised.

Article X, Section 11(b) of the Missouri Constitution, as amended in 1966, permits school districts formed of cities and towns, and the city of St. Louis, to set a tax rate not to exceed $1.25 on $100 assessed valuation without voter approval. There are two ways by which a school tax levy may be increased above this constitutional limit: (1) by a two-thirds of the qualified voters voting in favor thereof, any amount of tax may be levied for school purposes for a period not to exceed four years; and (2) by a majority of qualified voters voting in favor thereof, a tax may be levied for school purposes not to exceed three times the constitutional limit for a period not to exceed one year, and in school districts in cities of 75,000 inhabitants or over for a period of two years.

The requirement for a two-thirds vote, in order to permit a tax increase for a period of more than one year, is very restrictive. Much time is wasted when superintendents and school boards go to the voters *every year* for approval of their revenue requests.

RECOMMENDATION VI-11

No election should be required for the tax rate to remain at its present level. When a proposed tax increase is defeated, the tax rate of the district should remain at the rate then in force, as voted at the next preceding school tax election.

In Missouri the law specifies that a two-thirds majority must be obtained for the approval of a school bond issue. This requirement is onerous and should be eliminated. There must, of course, be protection against bond issues which permit unneeded construction or the construction of school buildings not in accordance with specifications established by the State Board of Education. If building plans meet these specifications, a majority vote should suffice.

RECOMMENDATION VI-12

The two-thirds majority vote presently required on bond referenda should be discontinued, and a simple majority vote should be permitted.

APPENDICES

Appendix A

Historical Background of Educational Organization and Finance in Missouri

The first school in Missouri was a private school established by J. B. Tribeau in St. Louis in 1774. Tribeau remained in St. Louis and taught school for forty years, during most of which time he was the only teacher and his the only school in Missouri.[2] Since his time, public and private schools have shared in the task of educating Missouri's youth.

Today, Missouri has a modern school system serving all parts of the state. The charge of the Constitution of 1820, under which Missouri achieved statehood, has been observed: "Schools, and the means of education, shall forever be encouraged in this state."

In keeping with the faith which citizens of this nation place in education, Missouri has supported great universities, as well as public schools. For example, in metropolitan St. Louis, four great universities are emerging—the two private institutions with their long traditions, St. Louis University, founded in 1818, and Washington University, founded in 1853; and two rapidly growing public universities, Southern Illinois University in the Illinois portion of Metropolitan St. Louis, and the University of Missouri's St. Louis campus.

Origins of Present System

The first public education system in Missouri was established by law in 1837. Before the Civil War, growth was slow; in 1860, only 175,800 out of a potential of 385,600 attended Missouri's public schools.[3] The growth and progress made immediatly after the Civil War resulted from the efforts of dedicated men and women with a strong faith in public education.

Two such men were Ira Divoll and William Torrey Harris. Divoll became superintendent of schools in St. Louis in 1858, and remained in that position until 1868. He worked, under great hardships, to keep the schools operating during the war. Following the war, he provided leadership during a period of rapid expansion that saw twelve new schools opened in a period of two years. In 1867, the city had 33 schools, with a total staff of 250 teachers. In that year, the *Missouri Democrat* was able to report: "Since the close of the war probably no other city in the Union has made such rapid progress in the cause of popular education as St. Louis."[4]

Divoll's efforts were continued by William Torrey Harris, a firm believer and a powerful advocate of universal education. Harris believed in the power of education to improve democracy, through providing channels for social mobility. Writing in the *Journal of Education* of September 1869, he stated that:

> "the American educational system must be different than that of a nation possessing a stratified society and . . . that it was the public schools

that offered the means for promoting social mobility through equality of opportunity."[5]

Also during the post-civil war period, Missouri was fortunate in having T. A. Parker as Superintendent of Public Schools. Under Parker's leadership, a strong attempt was made to centralize school administration, under the supervision of the county superintendent of schools, with school districts organized on a township basis. In spite of Parker's efforts, this system was not successful due to lack of public support. However, in the period from 1867 to 1870, the number of public schools increased from 4,840 to 7,547, and the number of pupils enrolled increased from 169,270 to 280,473. Parker devoted a greal deal of effort toward improving the work of teachers, emphasizing teachers' institutes, of which he said:

> "The institute is a temporary training school for teachers . . . It is the most effective means of vitalizing and popularizing the teacher's special work. At the session particular instruction is given in the various methods of teaching; of discipline; discussion of theories and their application; history of education, and such other subjects as tend to practical advancement; carefully excluding any mere displays in debate and harangues. The institute is a means of popular culture not only from the facts just stated, but also from the lectures which should be designed for that purpose."[6]

Parker's concern for the quality of teaching in Missouri was also seen in his efforts to provide Missouri with a separate normal school system. Public support was gradually developed, and in 1870 the General Assembly passed an act establishing two normal school districts to be divided by the Missouri River. After a good deal of violent controversy over site selection, Kirksville and Warrensburg were chosen as the locations for the first normal schools.

Ira Divoll, William Torrey Harris, T. A. Parker, and others helped to create in the post-civil war period public support for public education in Missouri. This support was reflected in legislation aimed at providing an organization and a financial base for education in the state. While others, with equal dedication and ability, continued to work for educational opportunities for the youth of Missouri, their efforts owe much to the work of these pioneers.

Organization

Missouri, like the other states, has gradually developed an educational system to guarantee the educational opportunities of each child. However, Missouri has moved very slowly; local responsibility for education still predominates, one result of which is the fact that the educational opportunity a child receives still depends to a considerable degree on his place of residence.

Before Missouri had a state system of education, certain steps were taken to permit the operation of local educational institutions. In 1808, the Territorial Legislature of Louisiana passed an act incorporating Ste. Genevieve Academy. The provisions were that poor children and Indian children were to be taught free; the school was entirely dependent on donations and tuition for its support. In 1807, St. Louis was incorporated into a special school district and government lands were donated to the district. Private donations and tuition fees were virtually the sole means of support. Also in the territorial period, several academies were established by legislative enactment.

With the coming of statehood in 1820, Missouri, in its constitution, had the legal authority to develop a system of schools. Article VI contained the exhortation, "Schools, and the means of education, shall forever be encouraged in this state. . . . " It directed the General Assembly to preserve the school lands that had been and would be granted for the use of schools, and to establish one school in each township for the gratuitous instruction of the poor. This was the beginning of what was to be an abortive attempt to organize Missouri's schools on a township basis.

Between 1820 and 1833, some fifty schools made their appearance in the state. It was not until 1833, however, that formal action was taken to develop a state school system. In that year, a committee was appointed, which led to the Act of 1835, providing for a Board of Commissioners, made up of members selected on an *ex officio* basis—the Governor, Secretary of State, Auditor, Treasurer, and Attorney General. The Geyer Act of 1839 marked the first attempt by Missouri's General Assembly to give the state a complete educational system. This act created the office of State Superintendent of Common Schools, thus recognizing the state's responsibility for developing and supervising its schools. In spite of this legislation, public education was given limited support in the prewar era. The belief persisted that "the public schools existed for the children of the poor; their maintenance was a type of state philanthropy, a necessary expense to be held to a minimum."[7]

The year 1853 was marked by legislation which was introduced to provide a state educational system. Provision was made for an elected state superintendent to head the system and to look after the general interests of the schools. The state took a step toward county school government by providing a County Commissioner of Common Schools for each county, whose duties were to include granting teachers certificates, and the general supervision of the schools. Each congressional township was constituted a school township, which could be divided into as many as four school districts if the citizens so desired.

The advent of the Civil War, with its guerilla warfare and attendant disorders, caused Missouri's public schools to virtually suspend operations. The General Assembly of 1861 abolished the office of state superintendent and discontinued appropriations for the public schools. In the Constitution of 1865 and the laws of 1866, provision was made for the establishment of a complete system of public schools in the State of Missouri. The office of State Superintendent of Schools was re-established—the superintendent to be elected for a four-year term of office. According to the 1865 Constitution, the State Board of Education was to consist of the Secretary of State, the Attorney General, and the State Superintendent of Schools.

The laws of 1866, commonly known as the Parker Laws, gave much of the responsibility for supervising and improving the state's schools to the County Superintendent of Schools, who was to be an elected official. He was to have broad supervisory power over the county schools and was to be a true educational leader on the county level. One of his duties was to hold two teacher institutes in his county each year. The Parker Laws provided for both township boards and subdistricts within townships. The result was an overlapping of function and confusion in a state which never really had the township form of government like the New England states. Hence, the laws devised in 1866 proved "too theoretical and centralizing to receive the support of the people."[8] As a result, the School Laws passed in 1874 provided for almost complete control over the schools by the inhabitants of the local school district. They were authorized to select the school directors, determine the length of term of the school, levy the taxes for the maintenance of the school and for the erection of the school houses, and to elect the county commissioner, now the county superintendent.[9]

In 1875, a new constitution was adopted by the State of Missouri. Article XI dealt specifically with education; the necessity for which was spelled out in Section I:

> "A general diffusion of knowledge and intelligence being essential to the preservation of the rights and liberties of the people, the general assembly shall establish and maintain free public schools for the gratuitous instruction of all persons in this State between the ages of six and twenty years . . . "

This constitution made provision for continuation of the office of state superintendent—the superintendent to be elected by the voters for a term of four years. Section 4 created a State Board of Education consisting of the State Superintendent of Schools, the Governor, Secretary of State, and Attorney General, all as *ex officio* members—the superintendent serving as President of the Board. For the next seventy years, the Constitution of 1875 formed the basis for the public school system of the state.

The following period saw the creation of increasing numbers of school districts. By 1910, there were in excess of 10,000 districts in the state. The Buford-Cooley Law of 1913 permitted consolidation of school districts, yet by 1945, there were still over 8,000 school districts in Missouri.

The next major change in the organization of Missouri's schools occurred when the new state constitution was adopted in 1945. This constitution provided an eight-member State Board of Education, appointed by the governor, which was placed over the State Department of Education and given the responsibility of investing and apportioning school money, certifying teachers, and providing general supervision over the schools of the state. The board was to appoint a salaried Commissioner of Education to serve as Chief Executive Officer of the State Board and to administer the state school system.

In 1947, legislation was passed, creating in all counties, except St. Louis and Jackson Counties, County Boards of Education. The function of these county boards was to develop plans for reorganizing school districts within each county.

The period since 1945 has been marked by an expansion of the responsibilities of the State Board of Education, and of the size and complexity of the State Department of Education. As education in Missouri is being accepted as a state function, the problem of administering education is becoming more complex. At the same time, Federal activities in education are proliferating, and many Federal programs are administered by the State Department of Education.

In brief summary, during territorial and early statehood days, education in Missouri was almost entirely a local function. A state system was begun two decades before the Civil War, but there was little support for public education at that time. Immediately following the Civil War, there was an increased awareness that universal education is an important aspect of democracy. Strong leadership sprang up in the state, and an attempt was made to develop more centralization—particularly at the township and county levels. These efforts failed, and between 1875 and 1945, local districts proliferated. Following 1945, with the establishment of an improved state organization, the State of Missouri again began to exercise stronger leadership in public education. Today, social and economic forces are challenging the State Board of Education and its professional employees to adopt more forceful approaches to educational problems. Federal government activities in education make this stance imperative. This report makes some suggestions which are, in the opinion of the Panel appointed by the Academy for Educational Development, a logical outcome of this history of educational organization in Missouri.

Finance

The trends in organization are paralleled by the history of educational finance in the State of Missouri.

Considerable time elapsed before the principle was established that public schools should be financed by taxation. Even more time elapsed before the state began to share, to an appreciable extent, in the financing of education.

From 1820 to 1833, in Missouri's early days of statehood, the support of schools fell upon the local district. Funds were raised through tuition fees; rate-bills;* rental and sale of school lands; assignment of monies accruing from fines, penalties and forfeitures; and donations and gifts. As late as 1850, one-half of all school revenue was obtained from tuition fees, and even as late as 1860, one-fourth of this revenue came from rate-bills.

The Act of 1835 provided that educational expenses were to be paid out of the school funds of the county, and that the people of each county, by a two-thirds majority vote, might tax themselves three and one-third cents on each hundred dollars of assessed valuation, for school purposes. This is the first reference to local taxing power. It should be noted that the requirement of a two-thirds majority in tax elections and bond referenda, which today falls heavily on many school districts, originated in this act.

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*A rate-bill was a charge levied upon parents on the basis of the number of their children attending school.

The Geyer Act of 1839 created the State Common School Fund, the County School Fund, and the Township Fund. This marks the beginning of modern methods of financing education, and the legal authorization for state financial support of public schools.

The first funds to be distributed by the state to local districts were obtained from Federal land grants, which were given in the terms of statehood. The State of Missouri first entered into the direct financial support of the schools in 1842, when sixty cents per pupil was distributed to the schools in thirteen counties—a total sum of $1,999.60. This money represented the income of the "Common School Fund of Missouri," which had been created in the Geyer Act of 1839.

The law provided that the funds from the sale of saline and other lands, as well as a portion of the state's share of the funds from the 1836 distribution of surplus United States revenue by Congress, be invested in stock of the Bank of Missouri. Income was to be used solely for the support of the schools. The law provided that no part of the fund should ever be spent and that it should accumulate to the amount of $500,000 before any income from the fund could be appropriated for the support of the schools.

In 1842, the fund did exceed $500,000 and the first distribution to the schools was made by the state superintendent among the several counties maintaining public schools. The distribution was made on the basis of the numbers of white children between the ages of six and eighteen years residing in each county. Income from this fund represented the only source of state school monies until 1853.[10]

In spite of this legislation, public education in Missouri lacked widespread support.

> "Missouri was dominated by what some called the "Southern Attitude" toward education. This reflected the belief that the public schools existed for the children of the poor; their maintenance was a type of state philanthropy, a necessary expense to be held to a minimum. Those who could afford it sent their children to private academies if they sent them at all. Parental responsibility included the educating of one's own children, at least in the rudimentary elements of reading, writing, and arithmetic. To tax the property of one man too extensively for the benefit of another's children was considered unfair and unjust."[11]

The Act of 1853 provided, for the first time, for the appropriation of state revenue of the support of the schools. Until 1853, income from the Common School Fund represented the only source of *state* school monies. The Act of 1853 directed that 25 percent of the state revenue, along with the income from the Common School Fund, be apportioned annually by the state superintendent to the several counties in proportion to the number of children of school age enumerated in each local district.

Until the year 1910, the sole basis for the apportionment and distribution of state school monies was the number of children of school age enumerated in each local district. In 1910, the state first recognized that some school districts might have special needs calling for increased financial support from the state. During the years 1910 and 1911, small amounts from the state school funds were distributed, on the basis of need, to certain rural districts. The amount of these special payments was deducted from the total of state school funds available, and apportionment of the remaining funds was then made on the basis of the number of school-age children in each district.

From 1912 to 1931, the bases for apportionment and distribution were the number of teachers employed and the total days of pupil attendance. The amount appropriated per teacher was $25, $50, or $100, depending upon the salary received and the number of pupils in average daily attendance. During these years, special needs continued to be recognized and appropriate payments made to local districts. Again, deductions in the amount of these payments were made from the total state school monies available prior to the regular apportionment. Special payments included aid to weak rural school districts, aid to districts maintaining high schools, aid to districts offering teacher training programs, aid to consolidated school districts, aid to districts offering vocational work, and aid for other special programs.

During this same period, additional patterns of local support were developing. The first effective provision for property taxation on the local level was contained in the Constitution of 1875. School districts composed of cities with 100,000 population could levy taxes for school purposes up to the rate of sixty cents on each one hundred dollars of assessed valuation; all other districts were limited to a maximum levy of forty cents. The constitutional limit of sixty cents could be raised to one dollar, and the forty cent limit could be increased to sixty-five cents, provided a majority of the voters approved. The Constitution of 1875 also provided that these tax limits could be further raised for building purposes, provided a two-thirds majority of the voters were in favor of the building proposition.

The first direct financial support of Missouri's schools by the Federal government came about in 1917 under the Smith-Hughes Act which help found Missouri's vocational education program. Until the post-World War II era, Federal support of the schools fell almost exclusively into the area of vocational-technical education. Missouri did, however, receive some Federal emergency aid for education during the Depression in the early 1930's.

The year 1931 witnessed the enactment of a school law that radically changed the bases for the apportionment and distribution of state school funds. The 1931 law accepted the principle of equalization and, under the law, the "equalization quota" became the principal basis for apportionment. The "equalization quota" was defined as the difference between the amount guaranteed the district for school purposes and the amount the district received from a yield of a tax of twenty cents on the one hundred dollars of assessed valuation and other funds available locally. The guaranteed amount was $750 per elementary teaching unit and $1,000 per high school teaching unit. A "flat grant," based on per day of pupil attendance, went to those districts not qualifying for equalization and to each district whose equalization quota was less than its attendance quota.

Prior to apportionment of state school funds of these bases, the amounts apportioned for special purposes were deducted. After 1931, additional special payments included funds for vocational education, teacher training in high schools, curriculum research and construction, high school building aid, maintenance of the State Department of Education, and several others.

In 1942, after deductions for special purposes and the apportionment under the equalization and flat grant formulae, there were some $888,000 left in the state school monies fund. In order to expend this amount and also prevent further unapportioned balances of school funds available for distribution, the 1943 General Assembly amended the 1931 School Law to provide for a second level apportionment. There were two bases for the second level apportionment: (1) so much per teaching unit, and (2) one and six-tenths cents per day of pupil attendance, provided the district levied for school purposes the constitutional limit in taxation. If, after this second level apportionment, the funds available for distribution still exceeded the total sum apportioned, a third level of apportionment was provided. The sole basis for the third level apportionment was the number of teaching units in the district.

During all these years, state school funds were still being derived from two basic sources: (1) income from the Common School Fund, and (2) appropriations from general revenue of the state. The Common School Fund, originally created in 1839 out of monies from the sale of saline lands and monies allocated from the state's share of the 1836 distribution of surplus U.S. revenue, had been built up over the years until it had reached some $3,292,000 by 1942. Accretions to the fund came from a number of sources, including: appropriations from state revenue, sale of additional saline and other lands, a Federal reimbursement of $1.5 million for Civil War expenditures, and premiums on United States Bonds. However, as a source of school revenue, the fund has had little significance for the past forty or more years. For example, even in 1942, when annual school expenditures in the state totaled nearly $60 million, the income from the fund provided less than $200,000 annually.

The 1945 Constitution

The Constitution of 1945 did little to change the existing patterns of school finance in Missouri. Following the lines of the 1875 document, the 1945 Constitution provided that not less than one-fourth of the state revenue should be set aside for the support of "free public schools," and that this appropriation, as well as income from the Common School Fund, would be apportioned and distributed according to law. Until 1955, the law provided for the apportionment and distribution of these monies generally along the lines of the 1931 School Law and its amendments; namely, the first level apportionment under the equalization quota and flat grant formula, the second level apportionment utilizing the teaching unit and pupil attendance factors, and the third level apportionment employing simply the number of teaching units in a district.

The 1945 Constitution provided for the continuation of local property taxation, which by this time had become the major source of local revenue for schools. The limitations on taxation for school purposes became one dollar on the hundred dollars of assessed valuation for school districts formed of cities and towns; the City of St. Louis, however, was limited to a tax of eighty-nine cents on the hundred dollars. All other districts were under a constitutional limit of sixty-five cents on the hundred dollars of assessed valuation. These limits could be increased up to three times these amounts for a period of one year, if a majority of the voters favored such a measure. Any increase above three times the constitutional limit required a two-thirds majority of favorable votes. However, tax rates for building purposes were not included in these limitations and a local school district was allowed to pass an additional tax measure for such purposes, provided two-thirds of the voters favored the measure and the total bonded indebtedness did not exceed ten per cent of the value of taxable property in the district.

By the late 1940's, then, the pattern of financial support of Missouri's schools was such than 62 per cent of the annual total cost of maintaining the schools was coming from local revenue, the state's share was about 36 per cent, and roughly 2 per cent of the total cost was being paid by funds received from the Federal government.

By far the major portion of local revenue was coming from the property tax. The remaining sources of local revenue included income from the county and township permanent funds, and a county tax on public utilities. The principal source of state school funds was the appropriation from the general revenue fund. Some relatively small amounts were still being derived from the income of the Common School Fund and from a state tax on foreign insurance companies. The two most important sources of school revenue in Missouri, then, were the local property tax and that portion of the general revenue appropriated for school purposes.

The present pattern of financial support actually dates from 1955, when the State Foundation Program was first enacted.

Summary

The strengths and weaknesses of Missouri education today have their roots in the past. The strong faith held by Missourians in public and private education is shown by the strong support which has been given to the development of the newest units of educational government—the junior college districts. Higher education, first endorsed in the Constitution of 1820, and exemplified by the development of the University of Missouri, and Washington and St. Louis Universities, is still valued by citizens of the state—witness the rapid expansion of the University of Missouri and its new branches in Kansas City and St. Louis. The emphasis placed by Superintendent T. A. Parker on the professionalization of the state's teachers is today reflected in the nonpolitical nature of state educational government, as well as in the rapid expansion of the state colleges. Strong local leadership, as developed by Ira Divoll and William Torrey Harris, is still readily seen in many communities throughout Missouri.

However, some of the strengths of Missouris educational system are also related to its weaknesses. Strong local leadership is undoubtedly a strength; extreme emphasis on localism, and a local insistence upon maintaining the small high school and the common school district are weaknesses. In the period immediately following the Civil War, vigorous attempts were made to combine local leadership with supervision from the county and state level. These efforts failed, and it was not until 1945 that another attempt was made to develop a strong state educational system that could ensure adequate opportunity for all children in Missouri. Missouri is still combatting the legacy of a long history of fragmented school districts, resistant to state direction and control. Missouri's problem today is to retain the best aspects of local control, by developing strong, efficient school districts, which can provide competent lay and professional leadership, and which can provide quality education throughout the state.

The proliferation of school districts is accompanied by great inequality in educational opportunity throughout the state. Missouri's variation in expenditure per pupil among school districts is one of the highest in the nation.[12] This suggests that there is wide variation in the quality of education which is provided. An examination of the range among Missouri's counties in years of education completed (see Chapter VI) affirms this conclusion: there is tremendous difference among the counties of Missouri in educational achievement, as well as in expenditure. One of the purposes of educational government should be to reduce inequality, both through equalizing financial resources and through other means.

Historically, Missouri's great faith in public education was not accompanied by a willingness to provide adequate financing. Following the Civil War, there was a period when no restrictions were placed on local taxing powers. The result was that enthusiastic support of education resulted in relatively high property tax rates. There was a reaction against this situation and in 1870 "Superintendent Parker reported to the General Assembly that school taxes, particularly for building purposes, were bringing so many complaints that they threatened to entirely subvert the free school system."[13] Parrish interprets this situation as follows:

> "The 'Southern Attitude,' which had been somewhat dormant, began to manifest itself again among the Conservatives. When they regained political power after 1870, many stood ready to oppose further expansion and high tax levies for the 'Yankee Schools,' which they believed had been an unfair imposition. Although never strong enough to destroy the public school system, they frequently wielded enough influence to curtail support at both the local and state levels."[14]

Whatever the correct interpretation of its cause, it remains true that Missouri has lagged behind the remainder of the nation in its support for public education. State restrictions on the authority of local districts to levy taxes (including a two-thirds majority requirement for tax increases beyond a year and the two-thirds majority requirement for bond elections) remain severe. While the state uses restrictive legislation to control local tax rates, the use of state funds for education has been low, in comparison with other states. In terms of the "effort" made, Missouri ranks well below the national average and below the neighboring states (see following table).

Per Cent of Personal Income Spent on Education, Missouri and Neighboring States

State	Total Current Expenditures for Public Elementary and Secondary Schools in 1964-65, as a Per Cent of Personal Income in 1964
Iowa	4.1
Kansas	4.1
Arkansas	4.0
Oklahoma	3.8
Nebraska	3.6
Tennessee	3.5
Kentucky	3.4
Illinois	3.2
Missouri	3.1
UNITED STATES	3.8

Source: *Rankings of the States, 1966*. Research Report 1966-R-1, National Education Association, January, 1966.

Even this does not present the complete picture of undersupport of Missouri's schools. A smaller amount of money well spent may provide as good an education as larger sums of money which are used lavishly or wastefully. There is evidence of inefficiency in Missouri's educational system.

In the first place, the extensive number of small inefficient school districts results in a waste of resources. (See Chapter VI). Pupil-teacher ratios tend to be small, purchasing procedures are wasteful, and good leadership is very expensive in poorly organized school districts. Since Missouri retains a large number of small high school districts, and even a sizable number of districts which operate only elementary schools, some organizational inefficiency is inevitable.

In the second place, innovation and improvements in methods of teaching and organization come slowly to small school districts, since there is often no one with sufficient knowledge to introduce these procedures. Innovation and the application of research findings are, however, among the most promising methods of improving efficiency in education. This does not mean that all innovation is good; it does mean that practices should be selected which are most likely to be successful in a given situation. However, no doubt partly because of the "conservatism" of the people, but more likely because of the proliferation of school districts, Missouri is slow to adopt new practices. For example, team teaching (one of the most promising of organizational innovations) is not widely accepted in Missouri. There are very few good elementary school libraries in the state. In-service training for teachers is confined almost exclusively to the large cities, hence there are very limited opportunities for Missouri's rural school teachers to keep abreast of modern practices.

A final source of inefficiency lies in the fact that the large number of rural school districts has required a great deal of attention from the staff of the State Department of Education. Many small districts cannot provide adequate local leadership; hence, state supervision is required. Merely to administer statistical procedures for some 900 school districts requires the services of many clerical people at the state level. The administration of new Federal programs requires a considerable portion of the time of State Department of Education employees.

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Appendix B

Percentages of Missouri Population Located In Places of Various Sizes 1900-1960

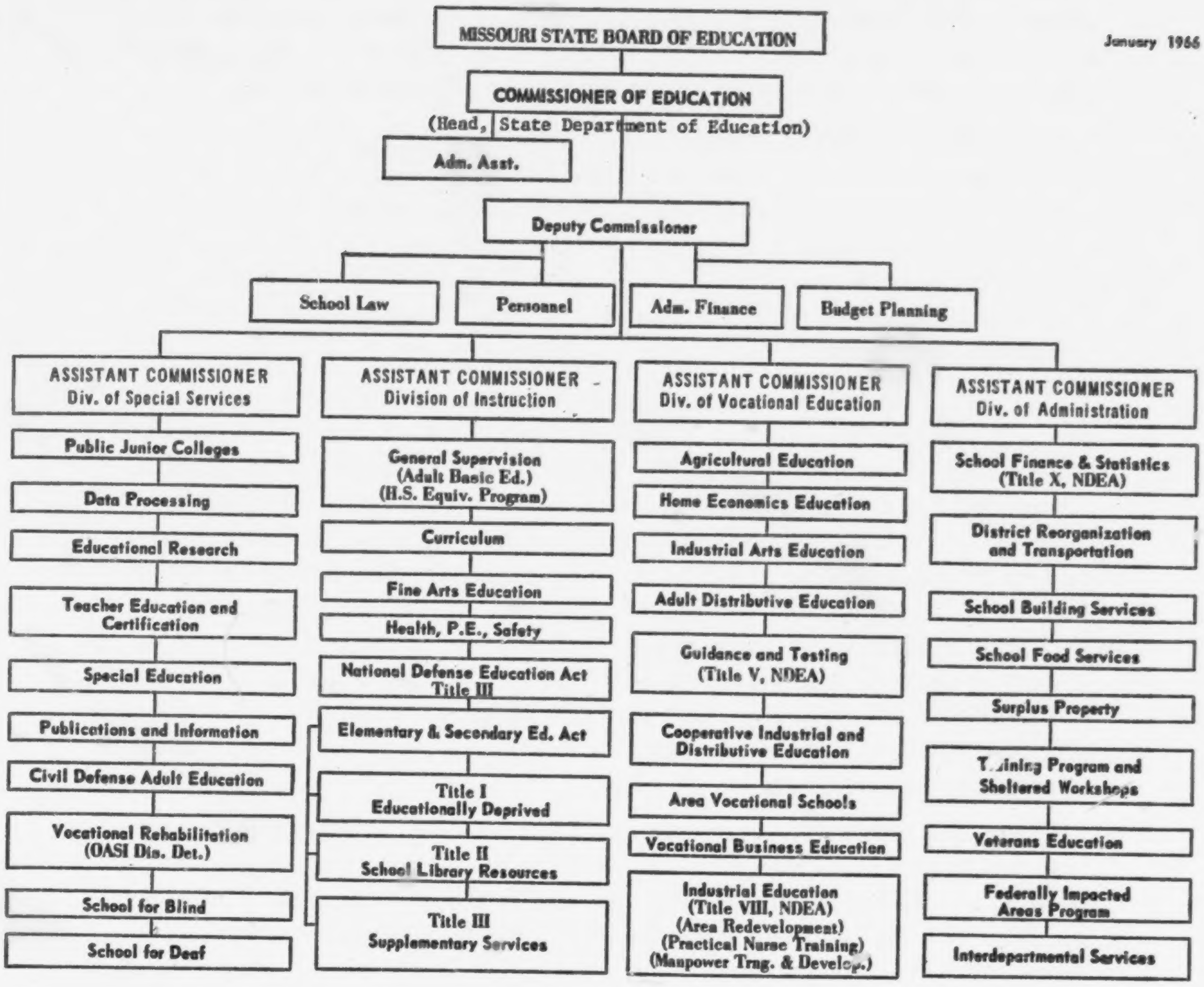
Description	1960	1950	1940	1930	1920	1910	1900
Urban Territory							
Places of 1,000,000 or more	....	....	....	....	....	....	....
Places of 500,000 to 1,000,000	17.4	21.7	21.6	22.6	22.7	20.9	18.5
Places of 250,000 to 500,000	11.0	11.5	10.5	11.0	9.5	....	....
Places of 100,000 to 250,000	....	....	....	....	....	7.5	8.6
Places of 50,000 to 100,000	6.7	3.7	3.6	3.8	2.3	2.4	....
Places of 25,000 to 50,000	4.6	4.4	1.9	1.6	2.0	2.0	0.8
Places of 10,000 to 25,000	9.3	7.2	6.5	4.5	3.2	2.1	1.7
Places of 5,000 to 10,000	7.1	4.8	4.1	4.2	3.2	3.5	3.9
Places of 2,500 to 5,000	5.2	4.7	3.7	3.4	3.6	3.9	2.9
Subtotal: Places of 2,500 or more	61.3	57.9	51.8	51.2	46.6	42.3	36.3
Places under 2,500	1.1	1.1	....	....	....	....	....
Other urban territory	4.3	2.5	....	....	....	....	....
Subtotal, Urban	66.6	61.5	51.8	51.2	46.6	42.3	36.3
Rural Territory							
Places of 1,000 to 2,500	3.9	4.3	4.7	4.9	5.4	5.1	4.9
Places under 1,000	4.3	4.7	5.4	5.6	6.0	5.8	5.0
Other rural territory	25.1	29.5	38.1	38.3	41.9	46.8	53.7
Subtotal, Rural	33.4	38.5	48.2	48.8	53.4	57.7	63.7
GRAND TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Note: Percentages are rounded and may not add precisely to totals. Table has been rearranged from original source for ease of reading.

Source: Rex R. Campbell and John J. Hartman, *Missouri Population Characteristics and Changes*. University of Missouri: 1964, p. 36.

Appendix C

Organization of Missouri Board of Education


MISSOURI STATE BOARD OF EDUCATION
COMMISSIONER OF EDUCATION
(Head, State Department of Education)
Adm. Asst.
Deputy Commissioner
School Law
Personnel
Adm. Finance
Budget Planning
ASSISTANT COMMISSIONER Div. of Special Services
Public Junior Colleges
Data Processing
Educational Research
Teacher Education and Certification
Special Education
Publications and Information
Civil Defense Adult Education
Vocational Rehabilitation (OASI Dis. Det.)
School for Blind
School for Deaf
ASSISTANT COMMISSIONER Division of Instruction
General Supervision (Adult Basic Ed.) (H.S. Equiv. Program)
Curriculum
Fine Arts Education
Health, P.E., Safety
National Defense Education Act Title III
Elementary & Secondary Ed. Act
Title I Educationally Deprived
Title II School Library Resources
Title III Supplementary Services
ASSISTANT COMMISSIONER Div. of Vocational Education
Agricultural Education
Home Economics Education
Industrial Arts Education
Adult Distributive Education
Guidance and Testing (Title V, NDEA)
Cooperative Industrial and Distributive Education
Area Vocational Schools
Vocational Business Education
Industrial Education (Title VIII, NDEA) (Area Redevelopment) (Practical Nurse Training) (Manpower Trng. & Develop.)
ASSISTANT COMMISSIONER Div. of Administration
School Finance & Statistics (Title X, NDEA)
District Reorganization and Transportation
School Building Services
School Food Services
Surplus Property
Training Program and Sheltered Workshops
Veterans Education
Federally Impacted Areas Program
Interdepartmental Services

January 1966

Appendix D

Examples of Intermediate Educational Units in Other States

This report uses the term "intermediate unit" to cover a wide variety of methods of school organization. The essential aspect of such units is the services which they provide, rather than their particular method of organization. Organizational procedures are tailored to conditions in each region or state. The following examples show the widespread interest in the intermediate unit.

California. The county is the intermediate unit. The county provides certain services, such as programs for handicapped children, and visual educational services. It must, however, be remembered that California has only 58 counties, while Missouri, with a much smaller population, has 114. Furthermore, a recent study in California suggests that, while there is a need for intermediate administrative units, these should not necessarily be based on county lines, since "Many counties are too small or too thinly populated to form an appropriate region to be covered by the services of an intermediate unit."[2]

Illinois. School districts are empowered by law to enter into joint agreements with other districts to establish programs for handicapped children, to provide the needed special educational facilities, and to employ a director and other professional workers for such a program. The Illinois program has, in some parts of the state, been very successful. One aspect of this success has been the employment of highly qualified professional personnel to work in the cooperative districts.[3]

New York. A type of intermediate unit was established in 1910 with the creation of the supervisory district. Legislation passed in 1948 permitted boards of education and school trustees of a supervisory district to petition the State Commissioner of Education for the establishment of a board of cooperative educational services. Such a board consists of five members, elected by members of the boards of education in the cooperating districts and the board of trustees of the supervisory district. The operating cost of the program is born by cooperating districts, according to the ratio of the true valuation of the district to the total true valuation of all the cooperating districts. The board of cooperative educational services provides vocational education, educational services for atypical children, shared teachers, and activities leading to instructional improvement.

There is a possibility of another corporate structure which, if it becomes law, would permit establishment of area centers for cooperative educational services. This new organization, as and when it transpires, would not do away with the supervisory district, but would bring together schools of all types either inside or outside the supervisory district, creating a solid area of cooperating schools for the provision of shared service and cooperative educational ventures. This new organization would have certain powers and responsibilities particularly in respect to acquiring property and constructing buildings which are not now granted to the boards of cooperative educational services. These new area centers would develop only as the result of positive local action.[4]

Wisconsin. Nineteen special school service areas—called Cooperative Educational Service Agencies—have succeeded the counties as intermediate school administrative units. The 72 county superintendents have been replaced by single coordinators for each of the 19 agencies or areas. The Cooperative Educational Service Agencies are under the jurisdiction of the State Department of Public Instruction of Wisconsin and are authorized to contract for professional services, the need for which has been determined jointly by the special service area and the State Department of Public Instruction. Although these units have been operating for only approximately a year, they seem to be functioning much more effectively than did the office of the county superintendent of schools. Also, the State Department of Public Instruction seems to be able to work much more closely and effectively with each of the agency directors than was feasible under the old pattern of the county superintendency.[5]

Appendix E

Federal Funds for Education in Missouri

At critical times in the past, the United States Congress has recognized national needs in education and has developed policies whereby financial support for special purposes has been offered to the schools of the nation.

Since the initial implementation of the Smith-Hughes Act of 1917, the public schools of Missouri have benefited from the distribution of Federal funds designed to help support certain of the programs being offered in the schools. In recent years, Federal funds have constituted only about 4 per cent of the total expenditures of the public schools. However, with the recent enactment and implementation of the Elementary and Secondary Education Act of 1965, the national government has more than doubled its financial contribution to Missouri education and, in so doing, is becoming an increasingly important source of school revenue in the state.

Although local and state governments can have only an indirect influence on the development and funding of programs on the Federal level, it does appear worthwhile to discuss such increasingly important national sources of school revenue and the implications they have for Missouri education. This discussion will focus on (1) the nature of Federal support, (2) the scope of Federal support, and (3) the amount of funds allocated under the different programs.

The Nature of Federal Financial Support

The most salient feature of the programs of Federal financial support for education is that they are "categorical," and consist of *special* support for *special* purposes. Federal funds are distributed to the states and to the schools for the support of very *specific* kinds of programs. The state or local educational agency is obliged to use the funds in developing and implementing programs designed to meet a special need which has been previously identified by the national government. Funds available to the schools under the Vocational Education Act of 1964, for example, are specifically "earmarked" for use in approved vocational-technical education programs and may not be used to support other types of programs in the school; for instance, the social studies program or the physical education program.

In certain cases, the Federal government has chosen to offer full financial support for a specific type program; the total costs of new programs for educationally disadvantaged children are undertaken by the Federal government. In most instances, Federal funds are adequate to pay only a part of the total cost of a program, and the local or state educational agency also is expected to share in the financial support of the program. Under the provisions of most programs, the Federal funds are paid directly to the state agency which in turn allocates and distributes the funds to the local level. The state then becomes an active and necessary partner in the operation of these programs. In two cases—Public Laws 815 and 874, and Title III of Public Law 89-10—payment of Federal funds is made directly to the local school district. However, even in these programs, the State Department of Education acts as a reviewing agency.

Finally, Federal financial support is supplemental in nature; it is *not* designed to substitute for local or state support. The approach of the national government dictates that Federal expenditures for education should be over and above, not in place of, existing expenditures.

The Scope of Federal Financial Support

The Federal government's involvement in Missouri education covers a wide spectrum. On the local level, it is partially, or totally, underwriting numerous programs, including programs designed:

(1) To foster vocational education and home economics training for high school students.

(2) To assist in construction of area technical-vocational schools.

(3) To help meet construction and operating costs of school districts "impacted" by the proximity of military bases and defense-related industries.

(4) To help provide adequate lunches to the children in both public and nonpublic schools.

(5) To strengthen instruction in science, mathematics, foreign language, English, reading, history, geography, and civics.

(6) To provide guidance and counseling service to both elementary and secondary students.

(7) To assist in the development of adequate school libraries and educational material centers.

(8) To provide special assistance to the educationally disadvantaged child.

The State Department of Education also is directly benefiting from Federal funds under the provisions of Title X of the National Defense Education Act which provides for the improvement of statistical services; and Title V of the Elementary and Secondary Education Act which provides funds to help strengthen the quality of state departments of education.

The Amount of Monies Allocated

Having briefly reviewed the nature and scope of the Federal government's involvement in Missouri education, let us turn to a discussion of the specific programs and the amount of funds allocated under each. The discussion, of course, is limited to the elementary and secondary school levels. The table on the next page presents the amount of funds received from the Federal government by the public schools.

Federal Revenues for Missouri Schools
1964-65

Source	Amount
Vocational Education	$ 3,766,971
National Defense Education Act	1,586,820
Vocational Rehabilitation	1,662,274
School lunch	2,968,807
School milk	2,457,691
Manpower Development and Training	3,360,673
Public Law 815) Impacted (	3,392,719
) Areas (	
Public Law 874) Laws (	91,864
Other	480,494
	Total $19,768,313

Source: Missouri State Department of Education.

Thus during the 1964-1965 school year, the Federal government was providing some $20 million of revenue to the public school system of Missouri to help support certain types of programs. It is necessary to re-emphasize the point that, in most cases, these Federal funds represent only partial financial support for a program and that the state and local agencies also were contributing to financing the program. For example, about 30 per cent of the total cost of Missouri's school food service program (hot-lunch) during 1964-65 was met by available Federal funds. The remaining 70 per cent was met through state and local funds, including payments by the children benefiting from the service.

The Elementary and Secondary Education Act of 1965 represents an important land mark in the financing of education in Missouri. As a result of this act, there were available an additional $30 million in Federal funds to the elementary and secondary schools of the state during the school year 1965-66. Under Title I of the act, $27 million were allocated to the state to be used by local school districts to help meet the special educational needs of children of low-income families. Title II made available to the state $2.3 million for the purchase of books and library materials for the use of students in both public and private schools. There were allocated some $2.2 million under Title III to expand and improve the offerings of local school systems by the establishment of supplementary educational centers and services. The State Department of Education itself became eligible for a grant of $400,000 for the explicit purpose of improving and strengthening educational planning, research, and competency of personnel at the state level.

The Employment of Federal Funds.

While the state and local educational agencies are not in a position to directly influence the development and funding of programs at the Federal level, they do have important responsibilities in the design, development, and implementation of programs at the state and local levels. An increasingly heavy charge is being placed upon local and state school officials to ensure that funds will be expended in projects and programs that will, in fact, fulfill the purpose for which they are intended.

Under the Elementary and Secondary Education Act of 1965, the national approach dictates that decisions on operating programs in schools supported by Federal funds should be made by *state* authorities on the basis of *local* proposals. The problem of identifying educational deficiencies and of developing suitable projects and programs for overcoming them is an imposing one for many systems in Missouri. St. Louis and Kansas City, where there are many thousands of low-income families, have made attempts to cope with these problems for some time. On the other hand many smaller systems are for the first time being faced with the necessity for appraising their educational program as it applies to what may be a small proportion of the total student enrollment. While the large systems have specialized personnel whose training and background suits them for analyzing deficiencies and proposing solutions, the task, in many localities must be performed by the superintendent or by someone whom he appoints and whose training and background in this area may be limited.

The rationale implicit in the Act of 1965 is that educational needs differ from place to place and, consequently, decisions as to what programs should be implemented are best made at the local level. A beneficial side effect of the 1965 Act is that a good deal of the thinking which has resulted from the requirements of writing acceptable proposals has been in the nature of ideal "in-service training" for the superintendent and his staff. The fact remains, however, that this program is getting at some of the most difficult aspects of educational design. Few people, in Missouri or in any other state, have the training and knowledge which is required to identify specific problems and then provide specific programs to deal with them. In this regard, it is important that the program is administered through the State Department of Education. If adequate proposals are to be developed, the State Department of Education must provide assistance to local districts in the type of self-analysis which is demanded. Since the State Department of Education must approve or disapprove projects developed on the local level, the state is being forced to develop competencies which in turn may be of assistance to the local district. Neither can this assistance be limited to the rural areas and small towns, toward which the department has traditionally been oriented. The state must decide upon proposals from the urban and suburban areas as well, and state personnel must become competent to discuss with urban and suburban educational officials the complex and difficult problems facing the urban-suburban areas of Missouri.

The requirement for participation of children enrolled in private schools is creating new demands on the local school district. An entirely new set of relationships is emerging. As Francis Keppel states in his recent book, "Local cooperation between public and private schools is required, and thousands of communities have had to start from scratch."[1]

Appendix F

The Productivity of School Systems

We define productivity* as the relationship between selected inputs and selected outputs. The mathematical relationship between inputs and outputs is called a production function; the basis of the operation of the educational enterprise is defined as a series of production functions.

While our procedure is analogous to the analysis of a business enterprise, there are, of course, some important differences. In business and industry, inputs and outputs can usually be evaluated in monetary terms, so that the profit of a business organization can be measured. The inputs and outputs of education include many variables which cannot be expressed in terms of dollars and cents; furthermore, inputs and outputs cannot readily be expressed in the same unit; hence, there is no concept in education corresponding directly to the "profit" concept in business.†

Research at the University of Chicago and elsewhere does suggest three types of input-output relationships in education, and three ways of looking at the concept of productivity. In the first place, schools and colleges may be looked upon as service producing agencies. The services may be defined in such a way that they are comparable among organizations (for example, one student-hour of Biology I, or one hour of individual counselling) and the costs of providing these services may be compared from school to school. In this case, therefore, the input-output relationship is the cost, in dollars, of a unit of a given service.

The second type of input-output relationship is considerably more complex. We consider outputs to be increments in student learning (for example, an average gain—for a given group of students—of seven grade points in reading ability). Inputs are the resources which are used to produce these increments—time of teachers, time of students, space, equipment, and materials, including books. The input variables must be weighted for quality. Most of these inputs can be given a monetary value—the exception, of course, being students' time—but there is presently no way of expressing the outputs in monetary terms. However, we can express the input-output relationship in statistical terms, and then we can ask such questions as: (1) How much money should be spent in order to obtain certain desired results? (2) How should a given sum of money be allocated within the school or college in order to maximize results? (3) What are some of the ways in which substitutions can be made among inputs, without losing the results which are desired?

We now turn to a third type of input-output relationship, which is more akin to the research in the economics of education than the preceding two types. In this third production function, we measure the relationship between

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**Productivity* is considered to be a term which is synonymous with *efficiency*.

†Recent research and analysis in business firms shows that here also there is not the single-minded pursuit of the profit motive that was once thought to exist.

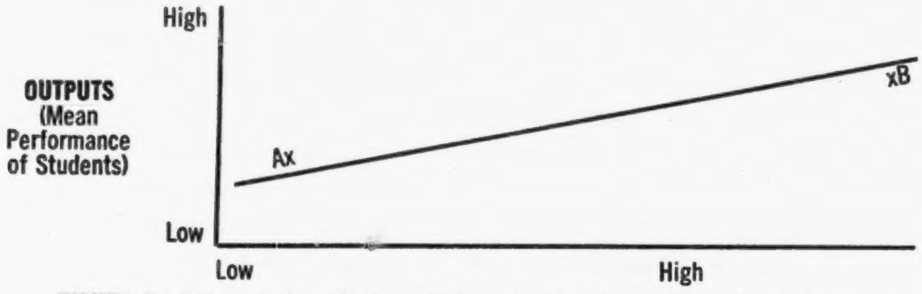
the costs of given educational programs and the incomes students receive after graduation. Thus, we might compare the advantages of junior colleges with those of advanced technical training institutes, in terms of the relationship between costs and benefits (in terms of additional income received). This last kind of relationship enables us to make comparisons among types of schools, and among curricula within the school (for example, between the general and vocational curricula of a comprehensive high school).

We turn from this discussion of the concept of productivity in education to a consideration of its meaning for the improvement of schools. In the first place, it is very likely that there are gross differences in productivity among and within schools. Although we have no proof as to the magnitude of these differences in Missouri, we suggest, from experience elsewhere, that:

(1) The cost of producing certain specific services (such as, instruction for one student hour in Biology I) varies among schools, even when controls are introduced for the quality of the services. In particular, certain services are produced at a much higher cost in very small schools than in larger schools.

(2) Schools differ among each other in productivity. By this, we mean that, even when inputs are held constant, there are differences in average performance among schools. Among the most important inputs are the socio-economic characteristics of communities; many studies show these characteristics to be closely related to mean performance. We can draw a regression line, relating the major inputs (socio-economic status of the community, and amount of money spent per pupil) and identify schools of high and low productivity as schools which fall above or below this line. (Figure 1)

Figure 1



INPUTS (Including socio-cultural variables on expenditures for education)

NOTE: Even though the performance in school B is superior to that in school A, the former is under productive, and the latter highly productive.

(3) The various aspects of an educational program differ in their value as investment in human capital. (That is, they differ in the returns, in the form of increased income, to investment in schooling.) For example, we would speculate that some of the more expensive forms of vocational education, where research into the relationship between training and the market for skilled persons has been inadequate, are relatively poor investments. On the

other hand, properly developed technical and vocational programs may provide a handsome return to the money which is spent for them.

We believe that the returns to investment in education can be increased by carrying out productivity studies of the following kinds:

(1) Studies of the cost of producing specified services in different kinds of schools. The alleged inefficiencies of small high schools can be investigated in this manner, but these studies should not be confined to attempts to measure the effects on cost of differences in scale.

(2) Attempts, through methods suggested above, to identify schools of high and low productivity throughout the state. Once such schools are identified, the factors related to high and low productivity should, wherever possible, be identified. The state can then provide inducements for low productivity schools to improve their performance. The methods shown effective in high productivity schools can then be encouraged in other schools in the state.

(3) Studies of the economic productivity of various kinds of schools, but especially of vocational schools. This will involve a longitudinal study of the income of graduates of these schools, and studies of program costs.

Finally, once methods of measuring productivity are arrived at (even on an approximate basis), it becomes possible to devise more effective procedures for introducing improvements into the system. As examples, research can be aimed at developing better input combinations, in terms of the desired outputs, and the value of new procedures in education can be evaluated.

Footnotes

Chapter I

1. Quoted in William E. Parrish, *Missouri Under Radical Rule, 1865-1870*. Columbia: University of Missouri Press, 1965, pp. 148-149.

Chapter II

1. James A. Maxwell, *Financing State and Local Governments*. Washington, D.C.: The Brookings Institution, 1965. Chapter 1.
2. Newton Edwards, *The Courts and the Public Schools*. Chicago: University of Chicago Press, 1955. Revised Edition. Chapter II.
3. Francis Keppel, *The Necessary Revolution in American Education*. New York: Harper and Row, 1966, p. 81.
4. Donald J. Bogue, *The Population of the United States*. Glencoe, Illinois: Free Press, 1959, p. 375.
5. Charles W. Baker, *et al.* v. Joe C. Carr, *et al.* 82S. Ct. 691 (1962).
6. See, for example: James B. Conant, *Shaping Educational Policy*. New York: McGraw-Hill Book Company, 1964, p. 38.
7. Peter F. Drucker, "American Directions: A Forecast." *Harper's Magazine*, February, 1965, p. 42.
8. John W. Ashley, *Profile of Poverty in Missouri*. University of Missouri, Research Center, School of Business and Public Administration. 1965, p. 31.
9. *The Emerging Requirements for Effective Leadership for California Education*. Submitted by Arthur D. Little, Inc., to the California State Board of Education and the Superintendent of Public Instruction (November, 1964), p. 15.
10. Lee M. Thurston and William H. Roe, *State School Administration*. New York: Harper and Brothers, 1957, p. 117.
11. *The Compact for Education*, December, 1965.

Chapter III

1. J. Alan Thomas and C. Philip Kearney, "State Public School Systems," in *The Book of the States 1966-67*. Chicago: The Council of State Governments, 1966, p. 287.
2. Claude A. Phillips, *A History of Education in Missouri*. Jefferson City, Missouri: Hugh Stephens Printing Company, 1911, p. 19.
3. *Missouri Ten Years of School District Reorganization 1958*, State Department of Education, Jefferson City, Missouri, p. 5.
4. James B. Conant, *The American High School Today*, New York: McGraw-Hill Book Co., Inc., 1959, pp. 14, 7-8.
5. *Missouri School Laws*, Section 162.161.
6. *Missouri School Laws*, Section 162.181.
7. Van Miller, *The Public Administration of American School Systems*. New York: MacMillan, 1965, p. 507.
8. Alpheus P. White, *Local School Boards: Organization and Practices*. Washington: United States Department of Health, Education, and Welfare, Office of Education. Bulletin 1962, No. 8, p. 9.

Chapter IV

1. *Annual Report, 1964-65, Special School District of St. Louis County*. By the District, 1965.

Chapter VI

1. See, for example, Theodore W. Schultz, *The Economic Value of Education*. New York: Columbia University Press, 1963.
2. Newton Edwards, *The Courts and the Public Schools*. Chicago: University of Chicago Press, Revised Edition, 1955, pp. 27-28.
3. Lee O. Garber, *The Legal Implications of the Concept of Education as a Function of the State*. Chicago: University of Chicago Press, 1934, pp. 63-65.

4. DeForest Hamilton and Robert N. Rowe, "Academic Achievement of Students in Reorganized and Non-reorganized Districts," *Phi Delta Kappan,* June 1962, pp. 401-404.
5. *Quality control* procedures are extensively used in New York State. See: *Report of Quality Measurement Project,* State Department of Education, Albany, New York.
6. Benjamin S. Bloom, *Stability and Change in Human Characteristics.* New York, John Wiley & Sons, Inc., 1964, pp. 214-216.
7. For example, school district X with 500 pupils in average daily attendance, 16 teachers (6 with 150 or more semester hours credit and 10 with 120 to 149 semester hours credit), and an assessed valuation of $4,500 per pupil, receives state support to the following amount per pupil:

   Flat Grant: $122.25 per pupil
   Teacher Preparation:
   $\frac{(6 \times \$16.60) + 10 \times \$10.66)}{16}$ = 12.89 per pupil
   Equalization
   137.25 - (.01 x $4,500) = 92.25 per pupil*
   Total state support = $227.39 per pupil

   *This figure, of course, would be somewhat smaller when county funds and other local receipts are deducted. This figure would be *increased* by as much as $13 per pupil, if the district qualified for second level equalization.
8. Missouri Public Expenditure Survey, "Property Tax Rates in Missouri 1964 and 1965." Jefferson City, Dec., 1965. These ratios are based on 1964 assessments applied to 1963 sales transactions, p. iv.

Appendix A

2. Claude A. Phillips, *A History of Education in Missouri.* Jefferson City: Hugh Stephens Printing Company, 1911, pp. 2-3.
3. Parrish, *Missouri Under Radical Rule, 1865-1870.* Columbia: University of Missouri Press, 1965, p. 140.
4. *Ibid.,* p. 150.
5. *Ibid.*
6. *Ibid.,* p. 157.
7. *Ibid.,* p. 140.
8. Phillips, *op. cit.,* p. 19.
9. *Ibid.,* p. 25.
10. In 1853, there were $65,425.83 available for distribution from the Common School Fund.
11. Parrish, *op. cit.,* pp. 139-140.
12. *Profiles in School Support: A Decennial Overview.* U. S. Department of Health, Education, and Welfare, Office of Education, 1965, Table 6, 0.70.
13. Parrish, *op. cit.,* p. 147.
14. *Ibid.,* p. 147.

Appendix D

2. *The Emerging Requirements for Effective Leadership for California Education.* Submitted by Arthur D. Little, Inc., to the California State Department of Education, 1964, p. 50.
3. *School Code of Illinois, 1963.* Section 10-22.31.
4. Frederick J. De La Fleur, *Shared Services Boards.* Albany: New York State School Boards Association, Inc., 1961.
5. *A Guide for Agency School Committees.* Madison: Wisconsin State Department of Public Instruction, 1966.

Appendix E

1. Francis Keppel, *The Necessary Revolution in American Education.* New York: Harper and Row, 1966, p. 59.